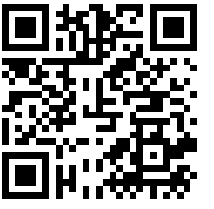
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BAHAMAS, 1938

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE BAHAMAS FOR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Bahamas are an archipelago of islands, cays and rocks, lying between 20° 50′ and 27° 25′ North latitude and 72° 37′ and 80° 32′ West longitude, and extending from Inagua on the south to Matanilla Reef on the north—from Mayaguana and its adjacent rocks and cays on the east to and including the Cay Sal Bank on the west, and are separated from Florida, to the west, by the Straits of Florida—and from Cuba, to the south by the Old Bahama and Nicholas channels. Extending over an area of 760 miles, the Bahamas comprise nearly 700 islands and over 2,000 cays and rocks. The aggregate land surface of the group is 4,375¼ square miles, which is slightly less than that of Jamaica, the largest of the British West Indian islands.

New Providence, although not one of the larger islands, is the most important, as it contains the capital, Nassau, which is the chief port, and is inhabited by more than one-quarter of the total population of the Colony. The island is about 21 miles in length from east to west, and seven miles in breadth from north to south.

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The islands are mostly long, narrow and low-lying and, except in the cases of Abaco, Andros and Grand Bahama, not well wooded.

There are extensive pine forests on Andros, Grand Bahama, and Abaco, and a certain amount of mahogany and hardwood is to be found on the last-mentioned island and at Andros.

The ground is very rocky, but there are patches of excellent land containing rich fertile soil, and there are extensive tracts of land in some of the islands which are suitable for pasture.

There are no mountains, and very few hills, but there are several extensive lagoons. The fine white sand studded with powdered pink coral, and the ever changing and wonderful colouring of the sea, makes a picture which is not easily forgotten.

Climate.

The winter climate of the Bahamas is most delightful. Frost is unknown, the average temperature is about 70° Fahrenheit, the rainfall is slight, and cool breezes prevail. The rainy months are May, June, September and October. The total rainfall for 1938 in New Providence was 29·41 inches.

The greatest heat is experienced during July, August and September, the temperature ranging from 80° to 90° F. The islands are never unhealthy and the malaria mosquito is unknown in the Colony.

History.

At the time when the Bahamas were first discovered, that is to say in 1492, they were inhabited by a race of Indians who were removed to Haiti by the Spaniards to work in the mines. A few stone implements are occasionally found, but, apart from this, there is no trace of the aboriginal inhabitants. The Spaniards made no attempt to colonize the islands, which remained uninhabited until about the year 1629, when they were included in a Royal Grant, from which date they were visited from time to time by settlers from Bermuda. Earlier than that, namely 1578, they were already regarded as part of the British domains. In 1647, a Company of " Eleutherian Adventurers " was formed in London for the purpose of colonizing the islands, which were granted by Parliament to the Company despite the earlier Royal Grant. In 1670, yet a third grant was made by Charles II, vesting the islands in six Lords Proprietors.

Two years after the grant of the charter the first Governor was appointed by the Lords Proprietors. He and his successors found it extremely difficult to cope with the buccaneers, who at this time were the virtual rulers of the country. In 1673, one Governor was seized and deported to Jamaica; in 1690, another

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was deposed and imprisoned; and it seems that the only Governors who escaped trouble were those who left the inhabitants to do as they pleased. In addition to internal troubles the Governors appointed by the Lords Proprietors had to deal with invasion. In 1680, the Spaniards destroyed the settlement and carried off the Governor to Cuba. In 1703, a combined force of French and Spaniards destroyed Nassau and carried off the negro slaves, most of the white inhabitants fleeing to Carolina. The new Governor, who arrived in 1704, found New Providence totally uninhabited, and returned to England.

Within a few years, however, Nassau was re-established as the headquarters of the pirates in West Indian waters, and so great were the depredations of these pirates that the British Government found it necessary to send out a Governor to control the Colony and drive the pirates from their stronghold. This Governor, Captain Woodes Rogers, arrived in Nassau in 1718, and in December of that year eight of the leading pirates were executed and the others compelled to give up their nefarious trade. A period of comparative quiet followed. In 1776, however, a fleet belonging to the rebellious American Colonies captured the town of Nassau and carried off the Governor, but after a few days the place was evacuated. Five years later a Spanish force took possession of Nassau and left a garrison, but in 1783 the Spaniards were driven out by a British expedition.

The subsequent history of the Bahamas is comparatively uneventful. The abolition of slavery in 1838 caused an economic and social change; the outbreak of Civil War in the United States led to a period of considerable prosperity in the Colony, which, between the years 1861 and 1865, became a depot for vessels running the " blockade " imposed against the Confederate States.

II.—GOVERNMENT.

The present Constitution of the Bahamas is similar to those of the North American Colonies prior to the War of Independence. The Government is modelled upon that of England in the early days, the Governor representing the Sovereign, and the nominated Legislative Council and the elected House of Assembly representing respectively the Houses of Lords and Commons.

" The Eleutherian Adventurers ", who came to the Bahamas from Bermuda after the Parliamentary grant of 1647, brought with them a conception of representative Government already established in Bermuda, and the affairs of the infant Settlement were managed by a Governor, a Council, and an elected Senate. The Charter of 1670 to the Lords Proprietors provided for an elected House of Assembly, and the Constitution, much as it

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exists to-day, was finally settled in 1729, when the Crown assumed direct control of the Colony. The Bahamas enjoy representative, though not responsible, Government. The Executive Government is in the hands of a Governor, appointed by the Crown, who has the power of veto, and is advised by an Executive Council. Various executive powers and the right to enact certain subsidiary legislation are vested by law in the Governor in Council.

The Legislative Council, consisting of nine members nominated by the Crown, was created as a separate Council by Royal Letters Patent in 1841.

The House of Assembly is composed of 29 members elected for 15 districts. The qualification for members is possession of real or personal property to the value of £200. The Out Islands seldom return a member of their own community, their 21 representatives being generally inhabitants of New Providence. The qualification for electors is ownership of land to the value of £5 or the occupation of houses of annual rental value of £2 8s. in New Providence, or half that amount in the Out Islands. Women have not the vote The normal life of the House is seven years, but it may be dissolved at any time by the Governor, as occured in June, 1928, and in May, 1935. No forms of local Government exist.

III.—POPULATION.

The following table shows the area and population of each of the principal islands of the Group:—

Island.	*Area in square miles.*	*Population at last Census (1931).*
Abaco and Cays	776	4,233
Acklins	133	1,765
Andros	1,600	7,051
Berry Islands	10	222
Bimini	8	736
Cat Island	160	3,959
Cay Sal and Cay Lobos	1¼	20
Crooked Island	76	1,329
Eleuthera	158	6,168
Exuma and Cays	80	3,774
Grand Bahama	430	2,241
Harbour Island	1½	793
Inagua	560	667
Long Island	130	4,515
Long Cay	8	144
Mayaguana	90	518
New Providence	60	19,756
Ragged Island and Cays	4	424
Rum Cay	29	252
San Salvador or Watlings	60	675
Spanish Wells	½	566
	4,375¼	59,828

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The estimated population for the whole Colony on 31st December, 1938, was 67,720, made up of 31,797 males and 35,923 females.

Births.—There were 2,146 births in the Colony during the year, or 35·8 per 1,000 based on the census figures, 1931.

Deaths.—There were 1,222 deaths in the Colony during the year, or 20·4 per 1,000 based on the census figures, 1931.

Marriages.—There were 562 marriages in the Colony during the year. The marriages were performed by Marriage Officers of the following denominations:—

Anglican	80
Roman Catholic	37
Methodist	52
Baptist	310
Others	83

Infantile Mortality.—There were 255 deaths of children under one year, or 121·2 per 1,000 living births. There were 126 still-births.

Emigration and Immigration.—During the year 12,970 persons left the Colony and 13,080 persons were admitted. Of this number a large proportion were winter visitors who remained for periods varying from two weeks to three months.

Of those remaining in the Colony a number are persons who have become residents whilst others are persons who have been admitted for temporary employment.

Immigration is controlled by the Immigrants Act (Chapter 258) and strict supervision is exercised by the authorities to prevent undesirable immigrants and passengers being admitted into the Colony.

IV.—HEALTH

The climate of the Colony is equable throughout, although the hot season from June to September is enervating as the humidity is high and the maximum elevation is approximately 125 feet above sea level.

The average mean temperature during the winter months is 76 and during the summer months 82.

The humidity ranges from 75 to 85 per cent.

Nassau, the capital, for the most part is supplied with chlorinated pipe-borne water and has water-borne sewage disposal.

Ice from the ice plant, city water and milk (mostly pasteurized) are examined regularly at the Government Laboratory, and a very high bacteriological standard is maintained.

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The Health Department employs a Veterinary Surgeon to inspect dairy cattle and animals, and carcasses at the slaughter-houses.

Medical

The Medical and Public Health services are administered by a Health Board, of which the Chief Medical Officer is Chairman.

The medical problems in the Bahamas are chiefly those arising out of poverty and ignorance—syphilis, tuberculosis, pellagra and other manifestations of malnutrition, in that order of importance. Otherwise the Colony is a remarkably healthy one. Malaria has disappeared, typhoid is fast disappearing, hook-worm is unknown, diphtheria sporadic, and the infectious diseases are unimportant. These diseases occur chiefly among the wage-earning population.

The Government expended on medical care during 1938 the sum of £18,853 and on sanitation £7,260 or 6·3 per cent. of the Colony's revenue.

The medical needs of the Colony in New Providence are rendered by the Bahamas General Hospital, which has a full-time resident staff of three doctors, a European matron, three European sisters and 49 native nurses.

Student nurses undergo a four-year period of general training which includes six months' midwifery and three months' work in the Infant Welfare Department.

The service of the hospital is furnished largely free of charge. There is an out-patient department, in which 13,626 were treated in 1938, a general hospital which had 3,492 admissions, a lunatic asylum, infirmary, dental clinic, venereal and gynaecological clinic.

There are well-equipped X-ray and bacteriological laboratories.

The total cost per resident patient at the Bahamas General Hospital was 4s. 3d. per day.

The Out Islands are served medically by four Government District Medical Officers, who are stationed at the larger and more important islands, but who tour the other settlements at intervals.

Periodic public health and medical inspections of the Out Islands are carried out by a member of the Medical staff from the hospital in Nassau.

Licensed midwives and unqualified medical practitioners assist in dispensing medical aid.

A prescribed course of one year's duration in first aid, nutrition and hygiene is available for suitable candidates such as clergymen, Commissioners, etc., whose duties ordinarily keep them in the Out Islands.

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Throughout the year the Health Department has purchased films on social diseases, sanitation, nutrition, hygiene, etc. These films have been shown and a suitable lecture given to selected audiences.

Leprosy.—There is a leper colony which has 16 inmates, situated in the Pine Barrens, which is approximately 15 miles from the inhabited part of New Providence.

The care and treatment of the patients in the lazaretto is carried out by a Government Medical Officer.

Child Welfare.

(*a*) Midwives are now given one year's training at the Bahamas General Hospital, and then sent back to the various Out Islands.

(*b*) Infant Welfare Clinics are held tri-weekly in New Providence. These are attended by a private practitioner. A full-time specially qualified welfare nurse is employed to supervise these clinics and do house-to-house visiting.

The Infant Welfare Department also distributes to prospective mothers pamphlets on infant care and hygiene.

The last three months of each undergraduate nurse's course (four years) at the Hospital are devoted to Child Welfare work under the guidance of the Welfare Nurse-in-Charge.

(*c*) There is an ante-natal clinic conducted by the Roman Catholic Sisters of Charity.

(*d*) A small " Good-Will Centre " for orphan girls is supported by public subscription under the management of a trained nurse.

(*e*) The Government conducts a Boys' Industrial School of some 84 boys who are medically cared for by a Government Medical Officer.

Sanitation.

(*a*) The policies of the Health Board are carried out by a Chief Sanitary Inspector who holds a qualification from the Royal Sanitary Institute. There are six sanitary inspectors for New Province, and in the Out Islands there are local Boards of Health with the Island Commissioner acting as Chairman in the absence of the District Medical Officer. There are also three sanitary inspectors working in the Out Islands.

(*b*) Chlorinated city water is examined bacteriologically once a week, and increasing numbers of houses are being connected to the system. The old open wells for supplying public drinking water have been replaced, as far as possible, by the installation of standpipes. Water-borne sewage is disposed of by the " activated sludge " process, and crude sewage is no longer discharged into the harbour to any extent.

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(*c*) Both raw and pasteurized milk is sold, but a high standard of quality is required.

(*d*) Meat is inspected by a part-time Veterinarian, and the sale of food in the public market is supervised by a full-time officer.

The Veterinary Surgeon also inspects all dairy cattle once a year and any suffering from tuberculosis or Bang's Disease are condemned and destroyed.

(*e*) The sale of food is permitted only in licensed premises and food-handlers come up bi-annually for medical examination.

The Health Department has continued to take care of street cleaning and garbage collection.

Co-operating with the Board of Pilotage, sand dredged from the harbour of Nassau has been made available to fill in low-lying areas, and a marked improvement in the drainage of such areas in Nassau has been effected thereby.

The general standard of hygiene in New Providence is quite good.

There are no estates, mines or factories in the Colony.

Through the co-operation of the Police Department and the building Inspector, a considerable number of dilapidated buildings in various sections which were breeding places for rats have been condemned and removed.

Mosquito Control.

An active campaign to minimize the breeding of mosquitoes was pursued during the year. A species of Gambusia was found in abundance in inland ponds in the Island.

The Tropical Fish are very hardy and are excellent devourers of mosquito larvae. The fish have been placed in over 600 rain water tanks and private wells, and in conjunction with weekly oiling of the catch basins of storm water drains a marked diminution of mosquitoes (*Culicidae* and *Aedes*) have been effected.

V.—HOUSING.

Wage-earners of the labouring class are found almost only in Nassau. Their housing consists principally of wooden two- and three-roomed structures with separate outside kitchen and pit-latrine, and devoid of other sanitary installations. Water in Nassau is now supplied almost exclusively from public drinking-fountains (maintained from public funds) connected with the City's pure-water supply.

Some of these labourers' houses are owned by the occupants; others are rented, the rate being 4s. to 8s. a week. Such houses are invariably built on separate plots, so that there is no crowding of houses and there are no slum areas.

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The most urgent need is the replacement of numerous dwellings occupied by the labouring class which are of such poor construction that they are incapable of withstanding hurricane winds of any great velocity. In an effort to improve on this condition, over 100 houses of special hurricane-proof design were built at public expense in replacement of houses destroyed in the hurricane of September, 1929. The cost of these houses, varying from £45 to £75, was made recoverable by weekly payments to be spread over four years, and it was hoped that the receipts would be available for further construction of houses for the wage-earning class, but the collection of instalments has proved difficult, and the scheme as originally contemplated cannot be developed until a substantial proportion of the capital outlay has been recovered.

No building societies exist in the Colony.

VI.—NATURAL RESOURCES.

The natural resources of the Colony are marine, agricultural, and forest products. Except for forest exploitation on Abaco Island, production is conducted individually, there being neither factories, plantations, nor mines anywhere in the Colony.

Of the products of the Colony, sponge, crawfish, sisal, tomatoes, shell, salt and timber are exported, other commodities are at the present time produced only for local consumption.

No actual distinction exists between cultivation and other forms of production by persons of European and non-European descent. The former are principally engaged in commerce and the latter mainly in production; but persons of both races may be found engaged in one or the other of these pursuits, and such limited agricultural employment as exists is not restricted entirely to one race.

The following table shows the number of acres of various crops under cultivation, and the quantity of live-stock in the Colony:—

Crops.	*Acres.*	*Live Stock.*	*Number*
Citrus	509	Horses	1,304
Coconuts	944	Horned cattle	1,231
Onions	81	Sheep	13,178
Pineapples	49	Goats	6,198
Sisal	3,204	Swine	5,980
Tomatoes	1,199	Poultry	32,092
Other Products	20,545		
Total	26,531	Total	59,983

Sponge.—The outstanding event of the year in this the major natural resource of commercial value in the Colony has been a sudden and catastrophic mortality which occurred in the last

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few weeks of 1938 among the sponges on all the banks in the waters of the Colony. The cause of this mortality has been subject to research by the Sponge Fishery Investigations Department. It is already apparent that the damage is likely to cause a heavy drop in the annual turnover for the next four or five years, and recovery will be very slow.

During past years, depletion of the beds by hurricanes and over-fishing has adversely affected the industry to a serious extent, quite apart from the above-mentioned unprecedented mortality.

During 1936 and annually thereafter for five years, a sum of £5,000 was made available by the Colonial Development Fund, together with an annual contribution of £1,000 from the Bahamas Government, for the establishment and maintenance of a scientific department to make investigations into the biology and life history of the sponge, and to make recommendations for the rehabilitation of the industry.

The Sponge Fishery Investigations Department is carrying out a comprehensive programme of research, hydrography and sea water analysis, the biology of the living sponge, its mode of reproduction and growth rate, the behaviour and length of life of the larvae, and an extensive survey of the fishing-grounds in the waters of the Colony.

The research work is carried out by a scientific staff of three at the department laboratory in Nassau, at a field station at Mastic Cay, Bight of Andros, and on board a research vessel. Advice arising out of the scientific work of the Sponge Fishery Investigations Department is transmitted from time to time to the Agricultural and Marine Products Board.

Certain areas where the evidence of over-fishing and hurricane damage have already been only too clear have been closed to enable their stock to recover. When the grounds have been nursed back to a better state of productivity, it should be possible to maintain them in that condition by a re-adjustment of the size limits and by occasional closures. But this desirable condition has been indefinitely postponed by the mortality.

Acting upon the recommendation of the Sponge Fishery Investigations Department, the Agricultural and Marine Products Board has issued a set of rules relating to the sponge industry under which size limits and a close season are imposed; protected areas are defined; permits to engage in the sponge business and licences to both sponge-vessels and cultivators of sponge are issued by the Board; the sale of sponge is centralized to the Sponge Exchange at Nassau; an exchange inspector is appointed and his duties defined; and the collection of market statistics is provided for. From a study of the statistical returns, evidence will be obtained as to the relative value of the fishery

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on the various grounds; and from a year to year comparison of landings useful information regarding questions of over-fishing, effect of the closure of areas, and other points of interest can be derived.

The Sponge Fishery Department has also been engaged on the evolution of methods of sponge cultivation under commercial conditions. Depots have been established at salient points in the Bight of Andros (which has been closed to commercial fishing) and work is proceeding over the whole area, testing the suitability of the various creeks and channels for sponge planting. The experience and knowledge gained, whether of methods or of sites, will be placed at the disposal of newcomers to the field of sponge-planting, and it is hoped to build up a reserve stock of sponge of proved value from which planting enterprises on the area may be supplied at reasonable cost.

The number of sponges under cultivation by private enterprises has already passed the half-million mark, and the few which have been placed on the market have realized a good price. The above mentioned mortality, however, has caused a severe set-back to the planting industry.

Prices on the exchange since October have declined in comparison with those of last year. About 180 vessels have fitted out this season.

The sales of sponges on the Nassau Sponge Exchange for the year 1938 were as follows:—

	£	s.	d.
Wool and Velvet	41,652	8	10
Grass	13,247	7	6
Reef	4,124	10	3
Yellow and Hard Head	5,244	9	1
Total	64,268	15	8

Salt.—Coarse salt was formerly won in considerable quantities from salt-ponds in several islands. Efforts are now being made to revive the trade and to produce a cleaner grade of salt which will sell more readily than the quality hitherto produced. These efforts have definitely produced the desired results especially at the island of Inagua.

Fisheries.—Fish abound in the Bahamas, but normally only sufficient are caught for local consumption, there being little attempt at export.

The export of crawfish under licences was continued during the year and the exports amounted to 1,002,154 lb., valued at £6,369 15s. 10d., royalty collected being £1,037 0s. 6d. The supply of this sea food shows no depletion and the position is being carefully followed by means of inspection tours in order

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to avoid any such occurrence. A patrol vessel was employed as usual for the purpose of visiting fishing areas and enforcing regulations governing the industry.

Sisal.—During the year 112 tons were exported at an estimated value of £1,275 as compared with 727 tons valued at £8,477 during the year 1937. There was a decline in this staple as the demand abroad was not very steady.

Agriculture.—The rocky nature of the land and the paucity of the soil in the Bahamas unquestionably present difficulties in the way of peasant farming. Nevertheless, the islands have in the past been highly productive of sub-tropical cultivations, and in years gone by a lively export trade existed. The present unproductive condition is manifestly due less to natural factors than to modern conditions which have attracted the peasants from the land.

On the Out Islands the people have always, on small farms, grown sufficient produce for their own needs. In Nassau, however, it has been necessary to import large quantities of fruit and vegetables.

During the past few years the Government has tried to encourage a greater interest in agriculture. Agricultural Instructors have been placed at various islands and seed distributed free of charge. In an effort to foster agriculture, a Government Produce Exchange which was established in 1936 for the marketing of produce from the Out Islands, has operated quite successfully. Local Farmers' Associations were formed, and it is hoped that the agricultural output will be greatly increased.

It is difficult to assess the number of persons engaged in agriculture. Practically everyone not engaged in commerce cultivates in a small way for his own needs. On the other hand, comparatively few live solely by cultivation of the soil.

Tomatoes.—The principal cultivation at the present time is tomatoes. The Bahamas tomatoes are of the finest quality, and in the past have found ready sale on the New York market, where they can be placed somewhat earlier than Florida produce. The imposition of a higher tariff, coupled with competition from Cuba and Mexico, so severely handicaps Bahamas produce that exportation to New York has now ceased; but exportation to Canada was developed, and the trade has been diverted from New York to Montreal and Halifax.

Citrus.—Down to the early years of the present century, considerable quantities of citrus fruits were exported. The industry then met with keen competition from Florida, and was finally

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ruined by infestation by the Blue Grey Fly pest. The fly, however, is now well under control and very successful efforts are now being made to restore the cultivation of citrus. There is every prospect of the production in the near future being more than sufficient to meet local requirements.

Stock and Poultry.—Stock and poultry raising is conducted on a very limited scale for local consumption, but it is hardly sufficient to supply the local demand. Efforts are now being made by the Agricultural Board with a view to improving the local stock.

Export of local produce.—The following table gives the quantity and value of each of the principal articles of local produce exported from the Colony during the past five years:—

		1934.	*1935.*	*1936.*	*1937.*	*1938.*
Cascarilla bark	... lb.	48,944	49,056	31,360	35,616	70,784
	£	1,644	1,466	864	1,064	1,502
Tomatoes, raw ...	m. bushels	112	106	105	76	67
	£	20,444	26,064	27,610	15,561	25,366
Sisal hemp ...	... tons	158	607	1,487	727	112
	£	1,371	3,709	15,007	8,477	1,275
Abaco pine timber	m. feet	1,649	2,861	1,992	3,313	1,303
	£	7,403	14,938	11,455	23,546	8,934
Woods, other ...	... tons	30	226	123	103	135
	£	120	820	477	489	703
Shell, tortoise	... lb.	6,543	6,290	4,813	3,787	1,063
	£	6,782	4,610	3,042	2,768	604
Shell, conch ...	number	84,567	66,000	56,739	99,062	89,000
	£	343	339	242	453	354
Sponge	... m. lb.	679	745	697	1,074	927
	£	58,250	51,954	54,912	95,350	90,054
Salt	m. bushels	88	15	—	138	133
	£	1,087	193	—	1,584	1,706

VII.—COMMERCE.

The Colony is largely dependent on imported foodstuffs. Approximately 34 per cent. of the total value of imports being expended on food, drink and tobacco, which include mainly, butter, flour, rice, lard and its substitutes, meats, canned, fresh and cured, milk, condensed and evaporated, and refined sugar. The chief countries of supply are United Kingdom, Burma, Canada and the United States of America.

The chief exports of domestic produce are, raw tomatoes 10 per cent., and sponge 63 per cent. of the total value. Tomatoes go almost entirely to Canada, and the principal markets for sponge are, United Kingdom, Holland and United States of America.

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The total value of the Colony's trade during the last five years was as follows:—

	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Imports	725,480	718,215	967,040	1,213,544	1,138,839
Domestic Exports ...	104,793	112,887	123,541	164,857	148,447
Re-exports	43,822	12,541	15,792	44,253	64,688
Totals (excluding specie)	874,095	843,643	1,106,373	1,422,654	1,351,974

The following tables show the percentage of total imports and domestic exports provided by:—

IMPORTS.

(a) *Empire and foreign countries.*

	1934.	1935.	1936.	1937.	1938.
	Per cent.	*Per cent.*	*Per cent.*	*Per cent.*	*Per cent.*
British Empire	48·81	42·44	43·30	41·41	42·32
Foreign countries ...	51·19	57·56	56·70	58·59	57·68

(b) *Principal supplying countries.*

United Kingdom ...	25·06	23·47	24·62	22·36	23·80
Canada	18·55	13·67	13·47	12·64	11·48
Rest of Empire ...	5·40	5·30	5·22	6·41	7·04
United States of America	36·77	43·88	42·92	45·62	44·76
Other foreign countries...	14·22	13·68	13·77	12·97	12·92

DOMESTIC EXPORTS.

(a) *Empire and foreign countries.*

British Empire ...	58·31	60·86	52·71	48·83	57·74
Foreign countries ...	41·69	39·14	47·29	51·17	42·26

(b) *Principal countries of destination.*

United Kingdom ...	24·13	22·84	15·92	22·38	28·29
Canada	25·83	28·61	27·37	14·72	24·38
Jamaica	8·09	9·34	8·66	11·18	4·83
Rest of Empire ...	0·27	0·07	0·77	0·56	0·24
United States of America	19·91	20·36	32·23	34·58	23·12
Holland	12·83	6·24	8·33	5·47	9·37
Other foreign countries	8·94	12·54	6·72	11·16	9·77

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PRINCIPAL IMPORTS.

Article.	*Unit of Quantity.*	*1937.*		*1938.*		*Principal countries of origin with values in £'000.*
		Quantity.	*Value in £.*	*Quantity.*	*Value in £.*	
Class I.						
Flour	M. bsls.	50	65,956	55	55,484	Canada (40), Australia (9), United Kingdom (6).
Meats, all kinds ...	Tons	629	62,968	575	46,280	United States of America (28), Canada (15), Argentine (1), United Kingdom (2).
Wines, Spirits, etc. ...	—	—	57,474	—	50,683	United Kingdom (25), Jamaica (11), France (5).
Provisions, n.e.e. ...	—	—	25,249	—	26,044	United States of America (20), United Kingdom (3), Canada (2).
Lard and substitutes ...	Tons	450	20,725	547	21,805	United Kingdom (20), Canada (1).
Rice	Tons	1,854	17,358	1,738	18,232	Burma (18).
Class II.						
Lumber	M. ft.	4,677	42,579	4,353	32,650	United States of America (31).
Class III.						
Motor cars, parts and tyres	—	—	62,031	—	26,738	United States of America (12), Canada (13), United Kingdom (1).
Furniture	—	—	54,855	—	35,243	United States of America (30), Canada (1), United Kingdom (3).
Apparel	—	—	51,129	—	42,311	United Kingdom (21), United States of America (17), Hong Kong (1), Canada (1).
Hardware	—	—	45,650	—	46,297	United States of America (36), United Kingdom (7).
Cotton Manufactures ...	—	—	44,979	—	35,895	United Kingdom (17), United States of America (18).
Electrical Apparatus and appliances.	—	—	33,362	—	25,085	United States of America (24), United Kingdom (1).

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Principal Domestic Exports

Article.	*Unit of Quantity.*	*1937.*		*1938.*		*Principal countries of destination.*
		Quantity.	*Value in £.*	*Quantity.*	*Value in £.*	
Class I.						
Tomatoes, raw ...	M. bushels	75	15,561	67	25,366	Canada (25).
Class II.						
Sponge	M. lb.	1,074	95,350	927	90,054	United States of America (18), United Kingdom (38), Holland (15), Canada (8), Belgium (3).
Lumber	M. feet	3,313	23,546	1,303	8,934	Jamaica (7), Cuba (2).

Exports of Coin and Notes.

	1934. £	*1935.* £	*1936.* £	*1937.* £	*1938.* £
Bullion and specie—					
Gold	7,865	849	2,735	5,526	2,701
Silver	46,000	36	36	—	500
	£53,865	885	2,771	5,526	3,201

Imports of Coin and Notes.

Bullion and specie—					
Silver	—	—	200	1,658	7,195
Gold	2,819	5,547	—	4,151	800
Bronze	—	—	—	—	75
	£2,819	5,547	200	5,809	8,070

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Tourist Traffic.

The Bahama Islands, with Nassau the capital city, have for many years been firmly established in the affections of Americans and Canadians as a winter resort, and with the improved transportation facilities with England it has become, within the past few years, a favourite wintering place for English tourists.

Should the visitor desire an outdoor life there are numerous ways of indulging his sporting or athletic instincts to the fullest extent. The clear and beautiful waters of the Bahamas provide ideal yachting facilities (international races take place in Nassau harbour), excellent fishing and perfect swimming. The ocean bathing is universally declared to be unsurpassed the world over and is the irresistible standard attraction for winter visitors. There are first-class tennis courts available, an excellent golf course, a good race-track for horse-racing situated at Montagu Park, and other sports include riding, bicycling, polo, water-polo, and squash rackets.

The Board has a representative and an office in New York—John C. Kelly, Esq., at the Nassau, Bahamas Information Bureau, 30, Rockefeller Plaza. An office of the Board has been established in London, England, under the care of a London Representative, Lt.-Colonel Norman G. Thwaites, C.B.E., M.V.O., M.C., at the Bahamas Government Travel Bureau, 28, Berkeley Square, W.1. The Board's interests in Canada are under the supervision of a representative established in Montreal, David Crombie, Esq., whose address is as follows:—P.O. Box 355, Place D'Armes, Montreal.

The tourist traffic to Nassau has maintained its high standard. During the year 1938, 57,394 persons visited Nassau, approximately 10,000 of whom stayed for several days, weeks or months.

VIII.—LABOUR.

The principal industries of the Colony are those concerned with agricultural and marine pursuits and those engaged therein are not wage-earners proper and seasonal industries provide what may best be described as casual employment.

During the year the building and allied trades absorbed the available skilled labour and during the early part of the year considerable numbers of unskilled labourers found steady employment.

Towards the end of the year however a pause in building activities caused a decline in the number of persons employed. This number was further increased by the influx of persons from the various Out Islands of the Colony in search of employment. As a result of such condition, measures for unemployment relief

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were instituted by the Government and such assistance enabled this temporary condition to be adequately cared for until winter activities again provided employment for such persons.

Major developments on certain islands of the group offer increasing opportunities for employment of general labourers under admirable conditions, and such, as time progresses, will increase the proportion of wage-earners in the Colony.

Minimum wages are paid both male and female labourers engaged in certain industries, and such are determined by an Advisory Board appointed by the Governor under authority of The Minimum Wage Act of 1936.

During the year the provisional appointment of a Labour Officer, under the Colonial Secretary, was made.

The following table shows the approximate number of persons employed in the principal industries, and the rate of wages paid to them:—

	Males.	*Females.*	*Total.*	*Wages paid per diem* *Male.*	*Female.*
				s. d.	*s. d.*
Unskilled	4,500	5,000	9,500	4 0	2 0
Agricultural	250	300	550	2 6	1 6
Sponge and other Fishermen ...	4,000	—	4,000	—	—
Lumber Milling	400	—	400	2 6 to 4 0	—
Skilled (Building)	350	—	350	6 0 to 24 0	—
Mechanics	300	—	300	8 0 to 24 0	—

IX.—WAGES AND COST OF LIVING.

No material change in wages took place during the year, and the following are the wages paid to Government employees during a working week of five and one-half days:—

	Per day (Shillings).
Blacksmiths	17
Carpenters	8 to 10
Labourers	4
Masons	6 to 8
Painters	4 to 6
Plumbers	6 to 10
Truck Drivers	6 to 7

Government and private employees usually work 8½ hours a day. Cooks and housemaids receive 10s. to 20s. per week, and work about 10 hours a day. Labourers employed in industries or by private persons receive wages ranging from 2s. to 4s. a day.

The labourer's staple articles of diet are flour, fish, hominy, meal and sugar, and he spends about 9d. a day for his food. He can obtain lodging for about 4s. a week. He is saved the expense of educating his children or providing medical treatment, as both these are furnished by the Government without cost to him.

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Average cost of living for officials.—The cost of living in New Providence is high. The tariff in the first-class hotels varies from £2 per day to £4 per day, inclusive, during the winter season, and in the smaller hotels the tariff during the same period is approximately £2 per day, inclusive. During the period May to November, inclusive, accommodation may be obtained in the smaller hotels for approximately £1 4s. per day. A single man might be able to live in a small hotel or boarding house for £5 a week throughout the year, in which case his total expenses should not exceed £400 a year.

A furnished bungalow could be obtained for about £150 a year, in which case a married couple, without children, should be able to live on about £600 a year. Unfurnished bungalows can be obtained for about £100 a year.

In the Out Islands, except at Harbour Island, Eleuthera, there are no hotels or boarding houses, and suitable bungalows would be difficult to obtain.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Primary Education is compulsory for children from six to fourteen years of age, and is provided at public expense under the direction of the Board of Education. The total amount expended by the Board during 1938 was £21,199 0s. 2d. inclusive of £751 19s. 7d. in connection with the erection of new buildings, giving an average cost for the year of £1 12s. 11d. and £2 8s. 2d. for each pupil on the total roll and in average daily attendance respectively.

The Board maintains 62 schools and grants were paid to 57 others. The total roll was 12,896. In addition to these schools which are directly under the Board, there were 38 denominational schools with a total roll of 2,246 at the end of the year and a number of private schools with nearly 500 pupils. Owing to the widely scattered population, and the unsurmountable difficulties of consolidation, this relatively large number of schools is not entirely adequate. A number of children are out of the reach of any school, and in some localities distance entails a certain amount of hardship in the attendance of young children.

In conformity with the agricultural policy of the Government, prominence is given in all Board schools to instruction in Elementary Agriculture, and to further this end six selected teachers are sent annually to the Tuskegee Institute in Alabama, U.S.A., for instruction in practical agriculture. Sewing lessons for girls are given in a number of schools, and two centres for woodwork classes and two for domestic science classes for boys and girls respectively are in operation in Nassau.

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The Board employed 107 teachers (principal and assistant, including two domestic science and two woodwork teachers, and six teachers from other British West Indian Colonies), and also 24 pupil teachers, 22 sewing teachers, and 247 monitors. In addition there were 57 grant-in-aid teachers. The shortage of qualified teachers within the Colony has proved a great handicap to education, and it was partly with a view to improvement in this direction that a Government High School was established some years ago. Secondary education is otherwise afforded in schools maintained by religious bodies, which are assisted by grants from the Government provided they meet the requirements laid down in the Secondary Education Act. The total school roll at the end of the year was 13,385; 413 being in Secondary Schools.

Welfare Institutions.

An infirmary, and lunatic and leper asylums, the inmates of which are admitted free of charge, are maintained by the Government, and are under the management of the Bahamas General Hospital. Free medical treatment is also afforded to those unable to pay for it, and free rations were issued to 608 paupers during the year 1938.

The Infant Welfare Department of the Bahamas General Hospital and the pre-natal clinic likewise provide free advice and treatment. The Dundas Civic Centre, which receives a Government subsidy, is supplying a long-felt want by training cooks, housemaids, and hotel waiters, and is affording general household training to others not engaged in domestic service.

There are certain charitable organizations in the Colony, but the native population largely provides for sickness and death insurance by membership of one of the many Friendly Societies existing in the Colony. There is no compulsory insurance in effect in the Bahamas. In New Providence there are several recreation grounds where rugby and association football, polo, cricket, and other games are freely indulged in. There are three cinema theatres, two of which give nightly performances.

XI.—COMMUNICATIONS AND TRANSPORT.

During the year 1938 3,017 steamers and sailing vessels, of a total tonnage of 4,307,423, entered and cleared the ports of the Colony. Of this number 620 vessels with a total tonnage of 1,955,496 called at Nassau. Regular monthly services of cargo vessels from England are maintained by the Royal Mail Line. The Pacific Steam Navigation Company has inaugurated a service with this Colony, and during the year 23 calls were made at Nassau by ships of this line, which landed 235 and embarked 200 passengers. This service fulfils a long-felt want for direct

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communication with the United Kingdom at a moderate cost, and by comfortable ships which perform the voyage within 14 days. During January to April a weekly passenger service between New York and Nassau is provided by the Cunard White Star Line, and the Clarke Steamship Line maintains a tri-weekly service with Miami, Florida. The Munargo Line gives a fortnightly passenger and freight service from New York, embracing Nassau, Miami and Havana, returning by the same route. The Canadian National Steamship vessels call at Nassau every two weeks *en route* from Montreal or Halifax via Bermuda to Jamaica, calling at Nassau on the return journey every alternate week; in the winter these vessels also call at Boston. A weekly service for carriage of fruit is maintained by the same line during the tomato season. This line is in receipt of a Government subsidy. The only other port at which there is any considerable shipping is Inagua, where 130 vessels of 187,503 tons have entered. Steamers of a Dutch line call at this port to embark stevedores to work cargoes at South American ports. During the tourist season from November to April numerous large cruise vessels call at Nassau.

A daily air service between Nassau and Miami with planes carrying 20 passengers is maintained by the Pan-American Airways Incorporated during the winter. During the summer the service is performed with 14 and 20 passenger planes, thrice weekly.

Communication with Out Islands is maintained by sailing vessels and motor boats. Regular subsidized services by such vessels are maintained to all islands. A weekly air service between Nassau, Harbour Island and Eleuthera is being maintained during the winter months.

Roads.

All the main roads are surfaced with asphalt and due to the general improvement in recent years motor vehicles have increased to 1,454. The Out Island roads are the usual rock surfaced roads adequate for the rare wheeled traffic. In Eleuthera the road is 70 miles long, and Long Island has a similar road. These roads have materially assisted the agricultural development of these islands.

Post Office.

During 1938 the revenue of the Post Office shows a decrease of £3,206 over the previous year, due chiefly to the large demand in 1937 for the issue of stamps in commemoration of the Coronation of His Majesty King George VI; the decrease in the sale of stamps being £3,091.

There is a direct mail service to Bermuda, Canada and Jamaica every fortnight by the ships of the Canadian National

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Steamship Company. The Pan American Airways Incorporated operate a daily Air Mail service between Miami, Florida, and Nassau from the 1st January to the 30th April and a tri-weekly service for the remainder of the year on Mondays, Wednesdays and Fridays.

In addition to the above service there is a weekly mail service during the winter season from New York by ships of the Cunard White Star Company, and the s.s. New Northland of the Clarke Steamship Company performs a service with Miami, Florida, from 1st January to April. Throughout the year there is a fortnightly service from New York by the Munargo Line Company steamer *Munargo* which continues to Miami, Florida, and Havana, Cuba.

During the summer months cruise ships bring mails from New York and other places.

In addition there is frequent communication with Miami, Florida, by various motor vessels throughout the year.

Interinsular Mail services are performed throughout the islands during the year; weekly with the more important places and less frequently with the more outlying districts.

Telegraphs.

Telegraph communication is effected by wireless service, maintained and operated by the Bahamas Government, consisting of a central station at Nassau, with 21 stations on the other islands of the Bahamas group.

The Nassau W/T station maintains continuous watch on 500 kc/sec (600 m.) with an alternate working frequency of 438 kc/sec (685 m.), c.w. slightly modulated. From 35 minutes to 45 minutes past each hour a watch is kept on 143 kc/sec (2,100 m.).

From the hour to 10 minutes past each hour 7.00 a.m. to 7.00 p.m. a watch is kept on 12,500 kc/sec (24 m.) and at the hour to 10 minutes past, 7.00 p.m. to 7.00 a.m., on 8,333 kc/sec (36 m.).

High frequency communications on point-to-point service are maintained continuously with Hialeah, Florida, on 3,334 kc/sec (89·98 m.), 4,260 kc/sec (70 m.) and 5,769 kc/sec (52 m.), and during the winter months January to April, with the same station for stock brokerage service on 5,085 kc/sec (59 m.) and 3,216 kc/sec (93·20 m.).

With Kingston, Jamaica, continuous watch is maintained on 8,135 kc/sec (36·88 m.) and 5,300 kc/sec (56·6 m.).

High frequency transmitters and receivers have also been supplied to all the Out Island W/T stations and operate a fixed service with Nassau and each other on 5,300 kc/sec (56·6 m.),

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and in addition the stations at Clarence Town, Long Island, Bimini, Cat Cay and San Salvador are fitted with alternate frequency of 3,125 kc/sec (96 m.).

Overseas Telephone communication is maintained on a frequency of 4,512 kc/sec (66·44 m.) from Nassau connecting through the Hialeah, Florida, telephone terminal to all points in the United States, Canada, Cuba, Mexico, South America, Hawaii, the Philippine Islands, Great Britain, Europe and other countries as well as to vessels at sea so equipped. This circuit is maintained between the hours of 10 a.m. and 6 p.m. daily with extended hours during the months of the winter season.

All times quoted in this report are Eastern Standard, five hours slow on Greenwich Mean Time.

The Out Island stations have proved of great benefit to the industries and inhabitants of these islands, and are very useful for administrative and police purposes, and the dissemination of storm warnings.

Telephones.

In Nassau there is a manually-operated system owned and operated by the Bahamas Government, consisting of one main exchange with two sub-exchanges, to which 1,116 subscribers are connected.

Of the other islands of the Bahamas group, Eleuthera has some 40 miles of telephone line, Cat Island 30 miles, and Long Island 52 miles of line connecting the principal settlements to the wireless station in question.

The installation of an automatic system in the island of New Providence to replace the existing manual system has proceeded vigorously during the year 1938, and it is anticipated that the new system will be brought in operation about the middle of 1939.

XII.—PUBLIC WORKS.

The Public Works Department superintends the construction and maintenance of all public works, which includes:—

Water Works.—Recovery, distribution and administration.

Sewerage.—Collection, disposal and administration.

Lighthouses.—For local Out Islands navigation, the Department built and maintains 33 gas automatic lighthouses and also 38 oil-lights of purely local interest.

Inspection and control of building.—Plans for all private buildings and sanitary arrangements are controlled by the Department.

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Maintenance.—Public parks, gardens, including nursery which also sells plants to private individuals, public areas, forts, public buildings, wharfs, sheds, markets, drains, abutments, etc., all Out Island public works, including wharfs, buildings, roads and any improvements required from time to time: construction and upkeep of roads, paths, etc., in New Providence, and also some of the Out Island roads.

The Department carries out the above duties on behalf of the Board of Public Works, which consists of five members appointed by the Governor, and all funds are voted annually by the Legislature. The Department also supervises and carries out work for other Departments when necessary.

The expenditure was £49,879 for the fiscal period 1938, being mainly for maintenance of roads, waterworks, sanitation and general maintenance.

Waterworks and Sewerage Disposal.

Two areas are now in operation—

(1) " Baillou Hills " inaugurated 1927.
(2) " Prospect " inaugurated 1938.

The problem of salinity in drinking water supplies imposes rigid restrictions regarding output from each well and is dependent upon adequate rainfall.

Baillou Hills. Mean Salinity, 1938, 60 grains per gallon.
Prospect. Mean Salinity, 1938, 9 grains per gallon.

The City supplies now fairly stable at 40-45 grains per gallon, approximately 50 per cent. of the consumption is used for sanitation and non-domestic uses, no restrictive legislation is in force.

The consumption for 1938—126,000,000 or roughly 35 gallons *per capita,* all services are metered.

Sewerage.—Most buildings of importance are connected to the sewerage system, the exception being small untaxed buildings or tenements.

Inspection of Buildings.—The Board exercises rigid control of all construction in order that no abnormal or faulty construction may take place to spoil the general appearance of the island. The results are very gratifying. The control of sanitation and plumbers, etc., is enforced to ensure proper work according to modern standards.

Public Buildings.—The existing administrative and public buildings are inadequate for present needs, and will require extensions in the near future.

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Electricity.

A public electricity supply was instituted in 1908 and in 1923 an Act was passed constituting an Electricity Board on behalf of whom the Department carries out the duties of a public electricity supply undertaking in the area contained by New Providence and certain closely adjacent islands. The city of Nassau and suburbs as well as outlying settlements of importance are supplied by the Department.

Generation is by diesel power throughout, the generating plant comprising seven sets totalling 2693 kw. individual units ranging in capacity from 200 to 500 kilowatts.

The following are the particulars of the supply:—

High-tension transmission and distribution—6,900 volts, 2,300 volts, 3-phase, 60 cycles.

Low-tension distribution—200/115 volts, 3-phase, 4-wire, 60 cycles.

Constant average frequency is maintained and 60 cycle clocks may be used.

Total kilowatt hours generated 1938—5,337,490.

Total revenue earned 1938—£41,906.

Average price obtained per kilowatt hour sold—2·31 pence.

The following are the tariffs in force:—

	Price per Unit.	*Fixed Charge.*	*Meter Rent.*	*Minimum.*	*Remarks.*
Lighting	5d.	Nil	Nil	4s. per month.	General.
Repayment ...	6d.	Nil	Nil	—	5d. per unit after 720 units are consumed.
Shop exterior ...	3d.	Nil	1s. per month.	—	Exteriors only.
Domestic	2d.	According to Schedule (Floor area).	Nil	—	Subject to minmum of 1 KW heating installed.
Heating only ...	2d.	Nil	Nil	10s. per month.	1 KW and over.
Heating off Peak ...	1d.	Nil	2s. per month.	—	Time switch controlled.
Cooking	½d. 1d.	Nil	Nil	—	Only where Off Peak Keating is in use. May to end Oct. ½d. Nov. to end April 1d.
Storage Cookers	3s. 6d. wk. 500 wt.	Nil	Nil	—	—
Power	4d.	Nil	Nil	10s. per month.	Motors only.

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	Price per Unit.	*Fixed Charge.*	*Meter Rent.*	*Minimum.*	*Remarks.*
Power, Large Users	1d.	Maximum demand according to Schedule.	2s. per month.	—	5 H.P. and over.
Industrial (Power and Light).	2d.	Power £4 per H.P. per annum. Lighting 1d. sq. ft. of floor area.	Nil	—	1 H.P. minimum.
Bulk Supply ...	1¾d.	£5 per K.V.A. per annum Maximum demand.	Nil	—	High Tension only.
Air Conditioning ...	½d. 1d.	—	2s. per month.	Nil	May to end October, November to April.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Law.—The Law of the Colony is:—

(*a*) The Common Law of England as it existed at the time of the settlement and subject to the exceptions mentioned in the Declaratory Act (Chapter 7, Statutes, Revised Edition, 1929).

(*b*) Statutes of the Imperial Parliament specifically applied to the Colony by enactment of the Local Legislature.

(*c*) Statutes of the Colony's Legislature.

Courts.—There is a Supreme Court of the Colony which sits in Nassau, is presided over by a Chief Justice, and has the jurisdiction of a High Court of Justice in England. An appeal, in civil matters, lies from the Supreme Court to the Judicial Committee of the Privy Council. The Supreme Court sits throughout the year as occasion requires, but ordinary Sessions are held quarterly for the disposal of Criminal Informations and of Civil actions, listed for trial by Jury. In 1938 the number of cases listed in the Supreme Court were, Criminal 48, Civil 105.

The principal Magisterial Court of the Colony is that of the Stipendiary and Circuit Magistrate, who is stationed in Nassau, and appeals from his Court lie to the Supreme Court. Additionally, magisterial powers are exercised by the Commissioners in charge of Districts in the Out Islands, and by Justices of the Peace, and appeals from such Courts lie to the Stipendiary and Circuit Magistrate, and to the Registrar-General, who alternately go on circuit among the Out Islands, to hear such appeals and dispose of cases triable only, in original jurisdiction, by a Circuit Justice. The Stipendiary and Circuit Magistrate, Commissioners

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and, where so empowered, Justices of the Peace, are also responsible for the conduct in Court of preliminary enquiries into indictable offences triable by the Supreme Court.

Payment of fines by instalments is permitted in suitable cases, but the necessity seldom arises. The Penal Code provides for placing offenders on probation, and a Salvation Army officer has been appointed as a Probation Officer and did excellent work during the year 1938.

The following is a table of the persons dealt with in Summary Courts for crimes and offences during the year 1938:—

Imprisoned	215
Whipped (Juveniles)	71
Fined	1,110
Bound over or otherwise disposed of	658
Discharged	294
Committed for Trial in Supreme Court	43

Police.

The Bahamas Police Force is a semi-military body. This Force is armed with, and in possession of Machine Guns, Hotchkiss Guns, and S.M.L.E. Rifles, and is responsible for furnishing Guards and Sentries. Sixteen N.C.Os. and men of the Force comprise a Band.

The men of the Force have been recruited from other West Indian Colonies, but recently most of the recruits have been selected from the Bahama Islands.

The Police Force is also the Fire Brigade for New Providence. It is equipped with five Motor Fire Engines.

The Bahamas Police Force was established in 1864 by an Act of Legislature. The present strength consists of six European officers, a Sergeant-Major and 124 other ranks.

Prisons.

There are official " lock-ups " in all Out Island districts, but all prisoners sentenced to terms exceeding three months are sent to the central prison in Nassau, which has single cell accommodation for 102 male and 16 female prisoners.

The health of the prisoners during the year was very good on the whole, the main diseases occurring amongst the prisoners being pulmonary, venereal, and skin diseases, and constipation.

There is no separate provision for juveniles in the central prison, but this class of male offender is committed to the Industrial School, a reformatory managed by a Visiting Committee, where agriculture and other crafts are taught in conjunction with elementary schooling.

The daily average of prisoners in the Nassau Prison during 1938 was 134.

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XIV.—LEGISLATION.

Twenty-four Acts were passed by the Legislature during the year 1938, in the course of the Legislative Session of 1937-8. The following are the more important:—

The Public Officers Life Insurance (Amendment) Act, 1937 :—This Act, *inter alia*, prescribes the procedure to be adopted in regard to life insurance policies of officers, taken out in compliance with the Public Officers Life Insurance Act (Ch. 12) in the event of an officer leaving the public service of the Colony without pension, for any reason other than on medical grounds before attaining the retiring age.

The Reclamation and Drainage (Amendment) Act, 1937 :—Requires that advances to cover the cost of work under the Reclamation and Drainage Act, 1936, shall be authorised annually by Resolution of the Legislature.

The Lunacy Act, 1937 :—Repeals the Lunacy Act (Ch. 57 of the Revised Statutes, 1929) and in replacement provides primarily for improvement in procedure of adjudication of a person of unsound mind.

The Newspaper Surety Act, 1938 :—Requires that Newspapers before being allowed to operate provide security by bond in the sum of £100 with sureties, or security in such other form as the Licensing Authority shall accept, such security being furnished by the proprietor, publisher or printer of such newspaper.

The Notaries Public Act, 1938 :—Confines the appointment of Notaries Public to Attorneys of the Supreme Court and provides for the ex-officio appointment of the Colonial Secretary and Attorney General as Notaries Public for the purposes and subject to limitations specified in the Act.

The Public Holidays Act, 1938 :—Repeals the Public Holidays Act (Ch. 277 of the Revised Statutes, 1929) which had been frequently amended and effects other changes by variation from the Act repealed.

The Magistrates (Amendment) Act, 1937 :—Removes pre-existing provisions in the Magistrates Act (Ch. 43) whereby in cases of felony where the evidence in the opinion of the Magistrate raised a strong presumption of guilt, bail might be refused. Additionally, right of appeal to the Supreme Court in the event of refusal by a Magistrate to grant such bail is preserved.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.

Banking.

The only bank operating in the Colony, apart from the Post Office Savings Bank, is the Nassau branch of the Royal Bank of Canada. For the year ended 30th November, 1938, it had deposits in the Colony amounting to £979,609.

Post Office Savings Bank.—The Savings Bank shows another increase in deposits, the excess over 1937 being £7,778. During the year ended the 30th June, 1938, there was an increase of 86 in the number of depositors and the balance due to depositors showed an increase of £5,863.

During the year the branch post office at Grant's Town was made a Branch of the Savings Bank.

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Currency.

The British Currency Act (Chapter 159) declared British sterling to be the money of account, and requires all accounts to be kept in sterling. £79,400 in local Government currency notes of 4s., 10s., and £1 denominations is in circulation in the Colony, in addition to about £26,000 in British silver coin. United States currency is not legal tender in the Colony but gold and silver certificates are accepted at rates based on the rate of sterling in New York on the day of negotiation. These certificates are in circulation particularly during the winter owing to the presence of American visitors.

The Note Security Fund held by the Commissioners of Currency on 31st December, 1938, was valued at £79,314 14s. 2d. For the same period the Commissioners showed an excess of £2,075 19s. 4d. in receipts over expenditure, which was paid into General Revenue.

The Currency Note Act, 1936, which came into operation on the 1st November, 1936, declares currency notes issued under the Act to be legal tender in this Colony, and that they shall be deemed to be current coin of the Colony.

Under the Proclamation of His Majesty in Council of the 27th October, 1936, silver coins of the United Kingdom ceased to be legal tender in the Colony for payment of any amount exceeding 40s., with effect from the 1st November, 1936.

Weights and Measures.

By the Weights and Measures Act (Chapter 172) weights and measures are fixed at the standard of those used in England previous to the introduction of Imperial weights and measures. Imperial weights and measures are used, however, in the collection of duties on imports.

XVI.—PUBLIC FINANCE AND TAXATION.

The totals of revenue and expenditure for the last five years are as follows:—

	Revenue.	*Expenditure.*
	£	£
1934–35	277,544	276,961
1935–36	297,568	288,969
1936 (1st April–31st December) ...	246,353	240,440
1937	513,926	419,235
1938	411,764	655,460
	£1,747,155	£1,881,065

The excess of expenditure over revenue for this period was £133,910. The excess of expenditure over revenue is entirely due to the write off to expenditure of £263,346 in connexion with the loan against the Colonial Hotel.

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The authorized Public debt on the 31st December, 1938, amounted to £253,000 which sum is comprised of the following loans:—

(*a*) £150,000 raised under the authority of the Hotel Loan Act, 1924.

(*b*) £35,000 raised under the Telephone Loan Act, 1936, and a further £25,000 raised under the Telephone Loan Act, 1937, for the purpose of installing in New Providence an automatic telephone system.

(*c*) £35,000 raised under the Electricity Loan Act, 1937, for constructing and equipping a new electrical power station.

All of these loans have been floated locally by the issue of Debentures bearing interest ranging from 2 per cent. to 5 per cent. per annum.

Provision is made for the redemption of the debentures by annual contributions from the revenue to sinking funds, established for the purpose.

(*d*) £8,000 in respect of a loan from the Colonial Development Fund in connexion with sponge fishery investigations. Issues from the fund are made quarterly and the amount received is £3,600 up to 31st December, 1938.

Investments of surplus funds in England in trustee securities bearing interest at approximately 3 per cent., and amounting at the end of the year 1938 to £379,830 market value, represent the chief liquid assets of the Colony. Other principal assets are represented by loans to two hotels, which at the end of 1938 stood at £355,000 which is secured by mortgages on the hotels.

Apart from real property tax, which yielded £6,401 during 1938, there is no direct taxation. The revenue is mainly derived from the following sources:—

	Estimate 1939. £
Customs	222,560
Port, Wharf and Harbour Dues	40,615
Licences and Internal Revenue	20,935
Fees of Court, etc.	34,745
Post Office Revenue	21,310
Interest	26,478
Electrical Power Receipts	45,200
Telegraphs and Telephones	23,000

In 1936 the Tariff Act of 1931, and subsequent amendments were consolidated and revised in a new Act, which continued the preferences agreed upon under the terms of the Ottawa Agreement, and the provision for the free import of motor-cars for temporary use by visitors. It also imposed a surtax upon certain alcoholic beverages.

XVII.—MISCELLANEOUS.

Nassau Art Centre.—The Nassau Art Centre which was opened by Mrs. Reginald J. Higgs and Miss Dorothy Thompson of Nassau, in Frederick Street during December, 1938, includes paintings by visiting and local artists.

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Agricultural Exhibition.— An Agricultural Exhibition, organized by the Commissioner was held for the second time at Harbour Island in March under the patronage of the Governor. A large number of persons from Nassau visited the Exhibition which was quite a success and stimulated agricultural interest in the District.

Broadcasting.—The broadcasting system which was inaugurated in 1937, has further developed and the original 250-watt transmitter has been replaced by one of a modern type giving an output of 1,000 watts.

The equipment of a new studio with modern apparatus had also been almost completed by the end of the year. Besides the regular listeners, who pay a licence fee of 5s. per annum, the Government has provided eight receivers for community listening in certain of the Out Islands. Five more of these have been authorized and will be fitted early in the New Year.

Crown Lands.—During the year 1938, Crown land rentals totalling £1,555 9s. 9d. were collected.

Visits of His Majesty's ships.—The following ships of His Majesty's North America and West Indies Squadron visited the Colony during the year:—

H.M.S. *York,* 10th to 13th January.
H.M.S. *Dundee,* 25th to 31st January.
H.M.S. *Scarborough,* 17th to 24th June.

Visits of United States ships. The United States coastguard cutters *Mojave* and *Pandora* visited Nassau during March.

Yachting.—The harbour of Nassau lends itself admirably to yachting, and this sport is indulged in to a considerable extent by local and visiting yachtsmen.

In March, 1938, the annual regatta of the Royal Nassau Sailing Club was held, when the cup presented by His late Majesty King George V for Pirate class yachts was won by the Honourable Walter K. Moore, C.B.E., in the *Johanna.*

In March, 1938, the International Ocean Yacht Race took place, starting at Miami, Fla., and finishing at Nassau. This is an annual event for a trophy competed for by local and American yachts, and is keenly contested. The race was won by Mr. Robert M. Johnson's *Stormy Weather.*

The United States coastguard cutters *Mojave* and *Pandora* accompanied the yachts and offered every facility for promoting the event.

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Honours.—The following honours were conferred on the King's Birthday:—

His Excellency the Governor, The Honourable Charles C. F. Dundas, C.M.G., O.B.E., was created a K.C.M.G. Mr. J. Herbert Peet, Postmaster, received the O.B.E. and Miss Sybil Burnside, Clerk Grade II Secretariat, the M.B.E.

In January Mr. A. K. Cole, Comptroller of Customs, received the O.B.E. in the list of New Year's Honours.

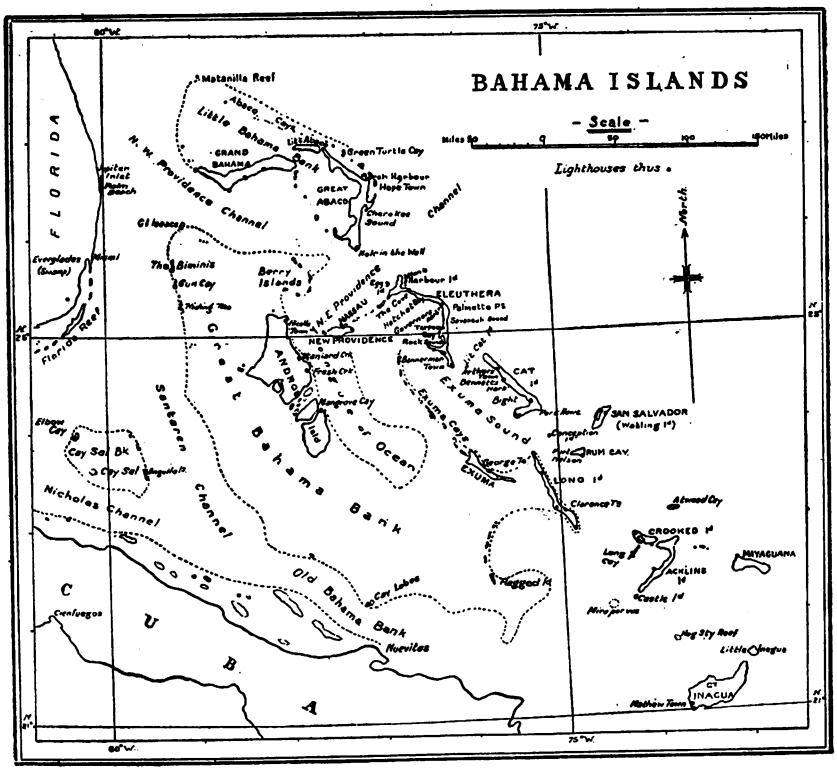
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APPENDIX.

Bahamas Publications, etc.

Title.	*Price.*	*Agents for Sale.*
Laws :		The Crown Agents for the Colonies, 4, Millbank, Westminster, London. The Colonial Secretary, Nassau, N.P., Bahamas.
Revised Edition, volumes 1 and 2, Cloth bound.	2 guineas per volume.	
Bound half calf	3 guineas per volume.	
Annual volumes for years subsequent to 1928.	½d. per printed page.	
Single copies of Acts	,, ,,	
Rules, Regulations and Orders-in-Council.	,, ,,	
Blue Books	10s.	
Official Gazette	½d. per printed page. Annual subscription, 12s. 6d.	
Departmental Reports...	½d. per printed page.	
Census, 1931	2s.	
Bahamas Hand Book, 1926 (by Mary Moseley, M.B.E.).	10s.	
Public Health and Medical conditions in New Providence (by Sir Wilfred Beveridge, K.B.E., C.B., M.B., C.M. (Edin.) D.P.H. (Camb.) London School of Hygiene and Tropical Medicine).	10s.	
Law Report, Volume 1, 1900–1906 (Edited by Kenneth Solomon, K.C., Member of Bahamas Bar).	6s.	
Sand-fly Report, 1932 (by Dr. J. G. Myers, Sc.D., F.Z.S., F.E.S.).	9d.	Colonial Secretary, Nassau, N.P Bahamas.
Memorandum on Agriculture in Bahamas (by Hon. Sir Charles Dundas, K.C.M.G., O.B.E.).	2s.	
Memorandum on Historic Forts of Nassau (by Sir Bede E. H. Clifford, K.C.M.G., C.B., M.V.O.).	1s.	
Law Finder—A Guide to Legislation in force in the Bahama Islands on the 1st November, 1937 (by J. H. Jarrett, K.C.).	2s. 6d.	

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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
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Colonial Audit Service List	[Colonial No. 162] 4d. (5d.)
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Colonial Legal Service List	[Colonial No. 158] 9d. (10d.)
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Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

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Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

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Report of the Commission appointed by the Secretary of State for the Colonies [Colonial No. 142] 2s. 6d. (2s. 8d.)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF SIERRA LEONE, 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The territory comprising the Colony and Protectorate of Sierra Leone is about the size of Ireland (27,925 square miles) and lies between the 6° 55′ and 10° 00′ parallels of north latitude and the 10° 16′ and 13° 18′ meridians of west longitude. The portions administered strictly as Colony are the Sierra Leone Peninsula, Tasso Island, the Banana Islands, York Island, and the township of Bonthe on Sherbro Island. The total area amounts to some 256 square miles.

Freetown, the capital, is situated at the northern extremity of the Peninsula on a fine natural harbour which affords good anchorages close to the shore for the largest ships. The greater portion of the Peninsula is mountainous and well wooded, the conical peaks, of which the highest is Picket Hill (2,912 feet), being visible for great distances at certain seasons of the year.

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The Protectorate (27,669 square miles) is well watered by a network of rivers and streams, the general direction of flow being from north-east to south-west. Most of the rivers have wide estuaries; and, although none of them is navigable for ocean-going steamers, several of them provide useful waterways for lesser craft, particularly during the wet season.

If the mountainous peninsula be excepted, the Colony and Protectorate as a whole may be described generally as being flat and low-lying in the south and west and broken and elevated in the north and east, where altitudes of over 6,000 feet have been recorded in the Loma and Tingi mountains. The nature of the vegetation varies considerably. South of the 8° 30′ parallel of north latitude dense bush country (originally tropical forest) is as a rule encountered; but this gives place as one travels northwards to more open or " orchard bush " country.

Climate.

The climate of Sierra Leone is tropical, with a heavy rainfall and high atmospheric humidity, during the greater part of the year. The rainy season lasts from May to October, and the wettest months are July, August and September. This season, which is the period of the south-west monsoon, is preceded and followed by thunderstorms, locally known as tornadoes. The general course of these storms is from east to west, and they give rise to violent electric effects. Their usual duration is from 20 to 50 minutes and the most severe usually occur in the evening, or early hours of the morning.

In December, January and February, the north-east trades prevail. In the middle of that period a very dry wind, known as the " Harmattan," blows steadily and is accompanied by dust haze. At this time there may be hot days, but the nights are often cool.

In general, surface winds are light or moderate, exceeding a mean speed of 20 miles per hour only in thunderstorms.

Visibility is mainly good except during heavy rain when it may fall to 25 yards. During the Harmattan, inland, it falls at times to 50 yards. Along the coast, it is in general one to three miles, rarely falling below 500 to 1,000 yards. Fog is a rare occurrence.

The absolute maximum temperature recorded by meteorological observers during 1938 was 104° F. at Batkanu in March and April. An absolute minimum temperature of 56° F. was recorded at Marampa during February. At Freetown the absolute maximum was 92° F. in March and April, and the absolute minimum was 68° F. in June. The annual maximum and minimum mean temperatures were 86·3° F. and 72·6° F. respectively, computed from observations made during the last 20 years at Tower Hill, Freetown, 171 feet above mean sea-level.

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The annual average rainfall for Freetown is 150·53 inches and the monthly means over a period of 57 years (1882-1938) are:—

	ins.		ins.		ins.		ins.
January,	0·34	April,	3·53	July,	34·84	October,	11·73
February,	0·27	May,	9·96	August,	35·20	November,	5·73
March,	1·08	June,	19·50	September,	27·02	December,	1·33

The rainfall is greatest on the coast and decreases inland as illustrated by the annual averages from the following rainfall stations:—

	ins.
Freetown (coast)	150·53
Bonthe (coast)	146·49
Kabala (about 200 miles inland)	90·55
Segbwema (about 80 miles inland)	96·76

In 1938 all rainfall stations' records showed annual total falls above normal except at Freetown (22 inches), Hill Station (17 inches), and Batkanu (6 inches).

History.

Sierra Leone, which has been known to voyagers and historians for many centuries, first became a British settlement in the latter part of the eighteenth century. The settlement was established, at the instance of a Society for the Abolition of Slavery from which sprang the Sierra Leone Company, in order to make provision for a large number of slaves who had found their way to England after the American War of 1782, and also for such slaves as might be recaptured by British ships operating against the slavers. A strip of land was acquired on the north of the Sierra Leone Peninsula, and on this site the first colonists were landed in May, 1787. These were augmented in 1792 by a large party of Africans (freed slaves who had fought for the English in the American War of Independence) from Nova Scotia. Later, in 1800, about 550 Maroons—originally slaves who fled from their masters in Jamaica and on surrender were conveyed to Nova Scotia—were brought to Sierra Leone, and allotted lands. Similar treatment was subsequently accorded to the "Liberated Africans" who were captured slaves brought in by His Majesty's ships.

For the first few years of its existence the Colony suffered many hardships and privations through famine and disease, and was attacked three times from land by the Temnes and once from the sea by a French squadron.

On 1st January, 1808, the settlement became a Crown Colony.

Chiefly owing to slave-dealing by native chiefs and European adventurers in the neighbourhood of Freetown, the English settlement soon found it necessary to intervene in the affairs of the hinterland, and from time to time various treaties were made with the surrounding chiefs by which certain lands were

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ceded to the Crown. By this means the Crown Colony was gradually extended. Several missions were also sent to more distant chiefdoms with the view to opening up trade with the interior; these were often helpful in settling inter-tribal wars, and led to an extension of British influence over the territory now embraced in the Sierra Leone Protectorate.

From 1822 to 1827 the Governors of Sierra Leone held the title of Governor-in-Chief of the West African Settlements, and in this capacity were required to visit the Gold Coast and the Gambia. It was within this period, on 21st January, 1824, that Governor Charles MacCarthy was killed in a battle against the Ashantis at Assamako in the Gold Coast. In 1827 the Gold Coast Settlements were alienated and handed over to the African Company of Merchants, but owing to reports as to connivance with the slave trade, were again placed under the Sierra Leone Government in 1843. Further changes were made in 1850 when the British territories in the Gold Coast were made a separate Government for a second time, but in 1866 the Imperial Government constituted once more what was termed the Government of the West African Settlements, comprising Sierra Leone, the Gambia, the Gold Coast, and Lagos, and the Governor of Sierra Leone became the Governor-in-Chief. Eventually a new Charter, dated 24th July, 1874, effected the separation which exists at the present time.

In 1895 an agreement for the demarcation of the northern boundary between the British and French spheres of influence and interests was ratified, and in 1896 the hinterland of Sierra Leone was declared a Protectorate and divided into administrative districts.

The year 1898 was marked by an insurrection in the Protectorate as the result of the imposition of a house tax. The resulting military operations were brought to a successful conclusion early in the following year, and since that date the Protectorate has remained peaceful.

II.—GOVERNMENT.

Constitution.

The Dependency of Sierra Leone consists of two parts, of which one is Colony and the other Protectorate.

The Colony of Sierra Leone is what is generally, if not very accurately, spoken of as a Crown Colony as opposed to a self-governing Colony. Its constitution is to be found in the following Prerogative Instruments:—

(1) Letters Patent passed under the Great Seal of the United Kingdom, dated the 28th day of January, 1924.

(2) Instructions passed under the Royal Sign Manual and Signet and dated the 28th day of January, 1924, as amended by additional Instructions dated the 19th day of January, 1929.

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(3) The Order of the King in Council, entitled the Sierra Leone (Legislative Council) Order in Council, dated the 16th day of January, 1924, as amended by Orders of the King in Council dated respectively the 27th day of June, 1927, the 21st day of December, 1928, and the 29th day of June, 1931.

So far as the Protectorate of Sierra Leone is concerned, the Constitutional Instrument under which it is governed is the Order of the King in Council, entitled the Sierra Leone Protectorate Order in Council, 1924, dated 16th January, 1924, passed by virtue of the powers conferred by the Foreign Jurisdiction Act, 1890.

The Government of both the Colony and Protectorate is administered by a Governor and Commander-in-Chief (who in Sierra Leone is also a Vice-Admiral) appointed by Commission under the Royal Sign Manual and Signet.

The Executive Council ordinarily consists of five members, namely, the officers performing for the time being the duties of the Colonial Secretary, Attorney-General, Colonial Treasurer, the Director of Medical Services, and the Commissioner of the Northern Province of the Protectorate.

The Legislative Council consists—

(1) of the Governor as President;

(2) of official members—viz., the members of the Executive Council, the Commissioner of the Southern Province of the Protectorate, the Comptroller of Customs, the Director of Public Works, the Director of Education, the General Manager of the Railway, and the Director of Agriculture;

(3) of nominated unofficial members, of whom there may not be more than seven. Of these nominated members three must be Paramount Chiefs of the Protectorate. Of the remaining four, one represents general European interests in the community; the other European nominated member is appointed after consultation with the Chamber of Commerce. The remaining two nominated members represent African interests;

(4) of three elected members, of whom two are elected by the Urban and one by the Rural Electorate District of the Colony.

Unofficial members hold their seats for five years, and nominated unofficial members are eligible to be re-appointed for a further term not exceeding five years.

There is power vested in the Governor to appoint persons to be extraordinary members upon any special occasion and to make provisional appointments on a vacancy in the seat of a nominated unofficial member.

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The Governor presides over the Legislative Council, and questions therein are decided by a majority of votes, the Governor having an original vote as well as a casting vote.

It should be noted that the Legislative Council of Sierra Leone (like those of the Colonies of the Gambia and Kenya) has the power of legislating for the Protectorate as well as for the Colony, and that, in spite of the powers vested in the Governor and Legislative Council, the Letters Patent and the Sierra Leone Order in Council, 1924, expressly reserve to the Crown the power of legislating by Order in Council for the Colony and Protectorate, respectively.

Political Administration.

For administrative purposes Sierra Leone is commonly, though as will be seen later, not accurately, spoken of as being divided into hard-and-fast divisions—namely, Colony and Protectorate.

The Colony is British territory acquired by purchase or concession under treaties entered into from time to time with native Chiefs and tribal authorities, ranging in date from 1807, when the first valid cession of the Peninsula was made, till 1872, when a portion of Koya or Quiah, previously ceded to the Crown, was re-ceded to the Chiefs and people.

Colony.

That part of the Colony administered as such consists virtually of the whole of the Peninsula of Sierra Leone with the adjacent Tasso and Banana Islands, and the town of Bonthe on Sherbro Island, and of York Island. It is administered by these three authorities:—

(1) The Freetown City Council.
(2) The Rural Areas Administration.
(3) The Sherbro Judicial District Board.

Freetown Municipality.—The city of Freetown itself is governed by the " City Council of Freetown " pursuant to and in accordance with the Freetown Municipality Ordinance, 1927; but various so-called Tribal Headmen in Freetown have certain administrative powers over the natives of the aboriginal tribes who reside in the capital. The Police District of Freetown consists of the north-western portion of the Peninsula, and it is bounded on the south and south-west by the Adonkia Creek, and a line drawn from its source to a point between Allen Town and Grafton and from thence along Hastings Creek to the Rokell River.

Rural Areas Administration.—The Rural Areas comprise the whole of the Colony Peninsula, with the exception of the Freetown Municipality. The locality is divided into four areas, each of which is administered by a salaried Rural Commissioner

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employed by the Rural Areas Administration, assisted by an elected Advisory Committee of five members. The Rural Commissioners are subordinate to the President, Rural Areas Council, who, for purposes of general administration, is also the District Commissioner of the Headquarters District who lives at Waterloo. Unlike other Districts, the Commissioner of the Headquarters District is not subordinate to a Provincial Commissioner and corresponds direct with the Colonial Secretary.

The Rural Areas Council is the local governing body for the administration of the Colony Peninsula. In addition to the President, it consists of one member elected from each of the Rural Areas, four members of the Civil Service nominated by the Governor, and one other person also nominated by the Governor. Its functions approximate to those of an English County Council. It prepares annual estimates for the consideration of the Governor in Council, and has power to acquire and hold property, and to take all measures necessary for the health, order and good government of the Rural Areas.

For judicial purposes the Rural Areas are divided into two Magisterial districts, viz.:—

(*a*) The Police District already mentioned which comprises the Wilberforce and Kissy Areas in addition to the Freetown Municipality;

(*b*) The Headquarters Judicial District, comprising Waterloo and York areas.

The Police Magistrate is Magistrate of the Police District while the District Commissioner is *ex officio* Magistrate of the Headquarters Judicial District, although the Police Magistrate is an additional Magistrate of that district and performs the greater part of the judicial functions.

Sherbro Judicial District.—The Bonthe District consists of Sherbro Island, Turtle Island, York Island, and the 14 following chiefdoms on the mainland, viz., Baiama Krim, Bekowa, Bendu, Bum, Cha, Imperi, Jong, Kakpenda, Kemo, Kwako Krim, Mesi Krim, Nongoba Bullom, Sogbini and Yawma, all of which were ceded to the British Crown by various treaties at different times. It is administered by a District Commissioner who is subordinate to the Commissioner of the Southern Province of the Protectorate, and it should be noted, as will be seen later, that whereas the whole of the Police District of Freetown and the Headquarters Judicial District are administered as Colony, by far the greater part of the Sherbro Judicial District is administered as Protectorate.

The town of Bonthe (on Sherbro Island) and York Island are the constituents of the Port of Sherbro, by far the most important commercial and maritime centre in Sierra Leone

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after Freetown itself. The population of these two places consists largely of natives of the Colony and mainland and of Europeans engaged in commerce. The mode of administering Bonthe, York Island, and the small islands adjacent thereto, which together constitute what is called the Sherbro Judicial District, is on this account precisely similar to that employed in the Headquarters Judicial District of the Colony.

Outside the town of Bonthe, however, the whole of Sherbro Island has a largely aboriginal native population, divided into two chiefdoms—namely, Dema and Sitia—and the 14 mainland chiefdoms have a similar native population.

Administration on purely Colony lines being impracticable, the whole of the Bonthe District outside the narrow limits of the Sherbro Judicial District is administered exactly as is the Protectorate.

Parts of the Colony treated as Protectorate.—Those parts of the Colony which are, for all administrative purposes, treated as Protectorate, consist, in the first place, of a strip of coast-line of varying width acquired at different periods before the proclamation of the Protectorate for purposes of Customs control.

Secondly, there is one other area which is in fact Colony administered as Protectorate; this is the Baki Loko territory, acquired by a treaty of 1825.

Protectorate.

The hinterland of Sierra Leone, an area of some 26,000 square miles, was declared a British Protectorate in 1896, and the necessary legislative steps were taken to provide for its administration.

For some years, it was for political reasons, divided into a varying number of Districts and in 1919 it consisted of the following five Districts, viz., Koinadugu, Karene, Railway, Ronietta and Northern Sherbro. Each District was controlled by a District Commissioner, holding direct communication with the Secretariat in Freetown, aided by a small staff of Assistant District Commissioners, to each of whom he allocated such duties or such geographical spheres of activity as he thought fit. This division of the Protectorate was found, however, to be defective in practice, as it led to much duplication of work, and to the lack of both uniformity and continuity of policy. In order, therefore, to remedy these defects, as well as to bring the political division of the country into closer accord with the racial distribution of its inhabitants, the Protectorate was, in 1920, divided into three provinces, designated respectively the Northern, containing more or less the area formerly known as the Karene and Koinadugu Districts; the Central, taking in the Railway District and part of the Ronietta District; and the

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Southern, being composed of the Northern Sherbro District and parts of the Ronietta and Railway Districts. Each Province was placed in the charge of a Provincial Commissioner. The Provinces were divided into Districts of varying areas, each of which was controlled by a District Commissioner responsible, in his administrative capacity, to the Commissioner of the Province in which his District lay.

By the Protectorate (Administrative Divisions) Order in Council, 1930, which came into force on 1st January, 1931, those three Provinces were reduced to two, namely the Northern and Southern Provinces; and the Order in Council under reference sets out:—

(*a*) the respective boundaries of these two Provinces;
(*b*) the Districts of which they consist; and
(*c*) the native chiefdoms comprised in each of those Districts.

Each district is sub-divided into chiefdoms, owned and administered by their respective tribal authorities, i.e., their Paramount Chiefs in association with the elders or principal men of the respective chiefdoms.

The division of the Protectorate into Provinces and of the Provinces into Districts is arbitrary, and has been dictated by considerations of adminstrative efficiency, due regard being paid to the necessity for including in one District, where possible, chiefdoms comprising one tribe or section of a tribe. The boundaries of the chiefdoms, however, are fixed by prehistoric tradition and native custom, and although disputes constantly arise as to sections of inter-chiefdom boundaries (indeed the settlement of boundary disputes forms an important part of the work of a Political Officer), the Government does not interfere with chiefdom boundaries unless invited to do so. The chiefdoms vary in size from the considerable area of Tambaka Yobanji in the Kambia District to the smallness of the Yabai Krim in the Pujehun District, i.e. from approximately 500 square miles to about 20 square miles.

Each chiefdom is entirely separate and independent, and although there is natural cohesion between chiefdoms composed of the same tribe and situated in the same locality, no Paramount Chief can claim pre-eminence over other Paramount Chiefs of the same tribe, either by reason of the area of his chiefdom, the wealth of his people, or the antiquity of his house. At any meeting of the Paramount Chiefs of a District, pride of place would naturally be given to those whom age or, more especially length of reign entitled to that honour at the hands of their brother Chiefs, but the conferring of that mark of respect implies no relationship of superiority and subordination. The several chiefdoms are well defined and have no official inter-relationship whatever, with this exception, that independent and distinterested Paramount Chiefs of the same tribe may be called upon

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to act as assessors in the settlement of any " palaver " which the Tribal Authority of a chiefdom find themselves unable to settle unaided. They may be invited to act in this capacity either at the instance of a Provincial or District Commissioner, or at that of the Paramount Chief in whose chiefdom the dispute has arisen.

The Tribal Authority of a chiefdom is the sole owner of the land within that chiefdom, and this principle of native law and custom, which is uniform throughout the Protectorate, has been consistently and actively supported by Government.

Native Administrations.—The initiation of a system of Native Administration in the early months of 1937 was extended during the year in review and about 50 Chiefdoms containing half the population of the Protectorate have adopted that form of local government. The Tribal Authorities Ordinance, No. 8 of 1937, constituted the office of Tribal Authorities, which are based on existing Chiefdoms. The Chiefdom Treasuries Ordinance, No. 11 of 1937, made provision for the establishment of Chiefdom Treasuries, and the Chiefdom Tax Ordinance, No. 10 of 1937, imposed an annual Chiefdom Tax in those Chiefdoms or groups of Chiefdoms for which a treasury had been established. This tax takes the place of the tribute or customary levies in cash, kind, or farm labour fomerly paid to the Paramount Chiefs. Certain amendments to the Protectorate Courts Jurisdiction Ordinance, No. 40 of 1932, were also sanctioned in 1937, which not only brought Native Court procedure more into line with that of other Colonies but also introduced Group Native Appeal Courts. These changes have been favourably received and it is noticed already that the natives affected by them evince a growing interest in local expenditure and in the framing of their Chiefdom budgets.

Functions of Political Officers.—The functions of a Political Officer are three-fold in nature: administrative, judicial, and departmental; but his departmental duties are so wedded to those that are purely administrative that it will be convenient to consider those duties together and separately from those of a judicial nature.

In his administrative capacity the District Commissioner (and, a fortiori, the Provincial Commissioner) is the representative of the Colonial Government in that portion of the Protectorate committed to his administrative charge. He is the guide, philosopher, and friend to the Paramount Chiefs, the Tribal Authority and the people. He is at once the support of the recognized native authority, the upholder of its prestige, and the protector of the poor against oppression by their rulers. He is the mouthpiece of the Government, and the interpreter and demonstrator of its policy. The introduction of Native Administration or local government in some chiefdoms entails

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a degree of supervision in their initial stages especially in matters regarding the Chiefdom Treasuries and Courts.

A District Commissioner's departmental duties in reality form a part of his administrative duties. He is responsible for the collection of Government revenue in his District, derived from (*a*) house tax and (*b*) the issue of licences for stores, hawkers, vendors of spirit, fire-arms, etc. He is the propagandist officer who is the coadjutor to the technical officers of the Agricultural and Forestry Departments; he supervises sanitation on behalf of the Health Department; he oversees the general conduct of the post offices and agencies; he keeps a wary eye on the Customs frontiers and seaboards; he controls the management of the gaols; he advises the Education Department and assists in its propaganda; he supervises the erection of native buildings required for official purposes; he facilitates the progress through his District of any officers whose duties require them to travel through it; in short, he has ancillary duties to perform on behalf of practically every Government Department in the Colony.

The judicial duties and powers of a Political Officer are fully dealt with under Chapter XIII, to which reference is invited.

III.—POPULATION.

Colony.—The total population of the Colony according to the census of 1931 was 96,422, the racial distributions being as follows:—

Race.	*Males.*	*Females.*	*Total.*	*Percentage of Total Population.*
African native tribes	36,914	24,869	61,783	64·08
African non-natives—Sierra Leoneans	14,438	18,408	32,846	34·06
Other African non-natives ...	583	346	929	0·96
Asiatics...	309	135	444	0·46
Europeans	308	112	420	0·44
Totals	52,552	43,870	96,422	100·00

Protectorate.—The total population of the Protectorate according to the 1931 census was 1,672,058, of which 796,392 were males and 875,666 were females, and consisted of African native tribes, African non-natives, Asiatics and Europeans.

The total European population of the Protectorate was 231, of which 173 were males and 58 were females. Of this total 142 were British, other Europeans numbering 89, in which were included 34 Americans.

The total Asiatic population of the Protectorate was 772—577 males and 195 females. These included 754 Syrians, 16 Arabs, and 2 Indians.

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African non-natives in the Protectorate numbered 3,265, 1,765 being males and 1,500 females. These included Sierra Leoneans for the most part and a few West Indians, Liberians, American Negroes, persons classed at the census as Nigerians, Gold Coasters, and Mulattoes. Of the total shown, Sierra Leoneans numbered 3,046.

Nationalities and Tribes.

The following table shows the various nationalities and tribes amongst the African population of the Colony and Protectorate, and the number in each case at the 1931 census.

Nationality or Tribe.	*Colony.*	*Protectorate.*	*Total.*	*Percentage of Total African Population.*
Sierra Leoneans	32,846	3,046	35,892	2·04
Other African non-natives ...	929	219	1,148	0·07
Temne	21,431	472,258	493,689	27·95
Mende	10,258	568,788	579,046	32·78
Limba	6,957	138,714	145,671	8·24
Loko	5,228	57,152	62,380	3·52
Bullom and Sherbro	4,634	139,101	143,735	8·15
Susu	2,391	43,210	45,601	2·58
Mandingo	1,988	14,081	16,069	0·91
Fula	1,330	15,523	16,853	0·96
Kono	604	68,521	69,125	3·92
Gallinas (or Vai)	673	19,865	20,538	1·16
Koranko	157	44,203	44,360	2·52
Kissi	170	34,810	34,980	1·32
Yalunka	73	16,066	16,139	0·92
Krim	41	20,639	20,680	1·18
Gola	—	8,509	8,569	0·50
Gbande	—	1,131	1,131	0·07
Fanti	125	—	125	0·01
Joloff	181	—	181	0·01
Sarakuli	122	—	122	0·01
Kroo	4,481	—	4,481	0·29
Bassa	512	—	512	0·04
Miscellaneous	427	5,219	5,646	0·33
Totals	95,558	1,671,055	1,766,613	—

Geographical Distribution.—The main geographical distribution of the African population was as follows:—

	Freetown.	*Colony other than Freetown.*	*Protectorate.*	*Total.*
Sierra Leoneans	20,970	11,876	3,046	35,892
Other African non-natives ...	784	145	219	1,148
Tribes	32,919	28,864	1,667,790	1,729,573
Total African population ...				1,766,613

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Migration.

During the year 1938, 243 Syrians entered and 215 left the Colony by sea. In all there were 2,792 immigrants and 2,323 emigrants. The total numbers of European immigrants and emigrants other than British subjects were 176 and 160 respectively.

Births and Deaths.

The figures for (*a*) births and (*b*) deaths for the Colony for 1938 are as follows:—

(*a*)	*Males.*	*Females.*	*Total.*
	1,273	1,263	2,536

(*b*)	*Males.*	*Females.*	*Total.*
	1,403	1,180	2,583

Infantile Mortality—

Males.	*Females.*	*Total.*	*Rate per 1,000*
281	271	552	217

These figures are of little actual statistical value. The census of 1931 showed the population of the Colony to be 96,422 persons of whom 55,358 lived in Freetown.

It is not possible to calculate the present population with any accuracy.

Marriages.

The numbers of marriages as shown by the registers for 1938 are:—

	Freetown.	*Village areas. (Colony).*	*Headquarters District. (Colony).*	*Bonthe (Colony).*	*Protectorate.*	*Total.*
Christian	171	24	12	9	36	252
Civil	2	—	—	—	1	3
Mohammedan ...	15	1	—	—	—	16
Totals ...	188	25	12	9	37	271

Only figures for Christian and Civil marriages are available for the Protectorate. There is no registration of marriage by "Native Custom."

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IV.—HEALTH.

General Health of the Population.

There was no great change in the general health of the population. The appended comparative table of hospital attendances is not, of course, an accurate index of the prevalence of each disease mentioned, particularly in the case of communicable diseases, from which the population suffers the most disability and to which it has a varying degree of resistance.

Disease.	*1937*	*1938*
Malaria	10,232	11,132
Yaws	9,312	7,630
Acute Rheumatism	—	7
Chronic Rheumatism	9,479	9,213
Hemiplegia	134	125
Conjunctivitis	951	1,091
Affections of the ear	1,289	1,091
Haemorrhoids	99	138
Lymphadenitis (bubo non-specific)	724	758
Coryza	1,328	1,463
Acute Bronchitis	6,351	7,362
Chronic Bronchitis	7,358	7,420
Asthma	203	235
Caries, pyorrhoea, etc.	1,826	2,110
Gastritis	395	572
Dyspepsia	4,074	3,380
Diarrhoea and enteritis	1,793	1,932
Ankylostomiasis	395	555
Hernia	994	1,032
Constipation	8,649	11,112
Acute Nephritis	81	133
Schistosomiasis	72	47
Epididymitis	50	44
Orchitis	246	284
Hydrocele	327	315
Abscess	731	945
Scabies	1,792	1,962
Eczema	393	402
Osteitis	417	502
Arthritis	1,553	2,280
Wounds (by cutting or stabbing instruments)	1,350	1,457
Fracture	251	250
Other external injuries	6,169	5,385
Asthenia	845	707
Syphilis	566	1,469
Gonorrhoea	3,172	3,708
Avitaminosis	2,186	2,624

Mortality.

The figures mentioned below apply to Freetown including Cline Town and are only moderately accurate. The Protectorate figures are not available.

The number of deaths registered in Freetown on medical certificates was 468 corresponding to 33·9 per cent. of total

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V.—HOUSING.

Freetown and Colony.

Colony.—The majority of the wage-earning population of Freetown and the larger towns of the Colony occupy timber-framed houses with concrete or stone and mortar dwarf walls roofed with corrugated iron sheets or palm-tile thatch. The floors are either of concrete or of native timber boarding, and window openings are fitted with glazed casements or boarded hinged shutters according to the means of the occupant.

The artisan class, as a rule, own their houses, whereas the unskilled labouring class usually rent one or two rooms in a compound for themselves and their families.

There are no Building Societies in Freetown, but a scheme inaugurated by the City Council enables houseowners and prospective houseowners to borrow money for the purpose of improving existing buildings and erecting new ones. Under this arrangement approximately 40 new houses have been erected at a cost of about £17,000.

The Freetown Improvement Ordinance regulates the construction, standard of maintenance and demolition of unsafe buildings in Freetown. These regulations are applied by a staff of Building Inspectors in the Public Works Department: action is being taken to bring them up to date.

Simple building regulations have been instituted for the control of dwellings in the rural areas.

Protectorate.

In the Protectorate the great majority of houses of the wage-earning classes are built of wattle and mud daub with palm-tile or grass thatch roofs—and this form of construction is frequently also adopted by Europeans both official and unofficial. In the Protectorate, as a rule, the occupier is the owner, though in the larger towns there is always a floating population which rents the accommodation required.

VI.—NATURAL RESOURCES.

Minerals.

Minerals occurring in economic quantities in Sierra Leone are gold, diamonds, iron ore, platinum, chromite and possibly ilmenite. Export of the first five minerals were made during the year.

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Production for 1938 is compared with that for the two previous years in the following table:—

	Gold: crude and unrefined gold bullion (ozs. troy).	*Platinum coarse crude (ozs. troy).*	*Diamonds (carats).*	*Iron ore exports (tons).*	*Chromite exports (tons).*	*Estimated value.* £
1936 ...	40,764	484	616,200	566,595	—	1,248,695
1937 ...	39,151	308	913,401	633,985	729	1,666,102
1938 ...	32,980	180	689,622	861,955	1,300	1,697,582

The area of ground under mineral development at the end of the year consisted of 84,170 acres under mining lease titles and 131,495 yards of stream under mining right titles together with a further 143·75 acres and 97,650 yards of stream under application respectively for mining leases and mining rights in respect of which permission has been granted to mine prior to grant of title.

Gold.—It is likely that the production of alluvial gold reached its peak during 1936. The output for the year 1938 reached 32,980 ounces of an estimated value of £216,803 which is a decline on the previous year's production of 39,151 ounces. Gold has as yet only been produced from alluvial sources, but prospecting for lode has been continued. Attention has recently been turned to the possibility of dredging in the bigger rivers and an amount of work has been done in this connexion.

Mining continued actively in the districts previously worked —namely, Tonkolili and Karene in the Northern Province and Bo, Kailahun and Kono in the Southern Province. In addition one mining right each was worked in Koinadugu District, Northern Province and Kenema District, Southern Province.

Diamonds.—This industry continued in a satisfactory state. The output for the year was 689,622 carats which is considerably less than that for 1937 which was 913,401 carats. A large proportion of the diamonds are of gem quality and reserves are considerable. As a result future prospects are bright. Diamond mining is confined to the Kono District.

Iron Ore.—The output for the year was 861,955 tons which shows an increase over last year when the production was 633,985 tons. The company concerned has erected a concentration plant at Marampa for dealing with powder ore and work on loading facilities for handling the concentrates at Pepel is now in progress.

A survey for the proposed extension of the railway from Marampa to the Tonkolili area was completed some time ago, but the construction has not yet commenced and it may be some time before the enormous Tonkolili deposits are exploited.

Platinum.—A few individuals were engaged in a small way. The output amounted to 180 ounces as against 308 ounces for last year. It is being mined in the Colony.

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Chromite.—An Exclusive Prospecting Licence has been granted in respect of this mineral and tests are being carried out. A quantity of chromite was shipped in order to test the quality of the ore and to explore the market for it. It is proposed to apply for a mining lease over the area proved to contain workable deposits. The chromite deposit is in Kenema District.

Ilmenite.—No interest was shown in the ilmenite sands in the Colony.

General.—Gold mining is carried out by companies, syndicates and individuals. The alluvial deposits in the streams of gold and platinum are very suitable for individual operators. The diamonds are mined by a company which holds a monopoly for their exploitation. The base metal deposits require large scale capital interests for their development and working.

The haematite deposits at Marampa are mined under a concession granted by the Tribal Authority of the Marampa Chiefdom. Diamonds, gold and platinum are mined under mining lease titles and mining right titles. The chromite was taken from ground the subject of an exclusive prospecting licence and exported by permission under the Minerals Ordinance.

Mining leases may be of several kinds dependent on the nature and mode of occurrence of the mineral in respect of which they are taken up and the mineral rent, period of tenure and allowable area vary according to the kind of lease. Mining rights are of one kind only and are intended for ground the mineral bearing qualities of which are not such as to justify a mining lease. Permission to mine may be granted pending the grant of title to a mining lease or mining right. Water rights may be taken up to allow of the working of mining properties.

For mining leases, mining rights and water rights, mineral rents and water rents respectively are payable to the Crown and such rents from properties in the Protectorate are placed to the credit of a Protectorate Mining Benefits Fund: surface rents and compensation for surface damage are payable to and apportioned between the landowner and Paramount Chief of the chiefdom in which the mining property is located.

Mining is restricted in certain areas.

There was no recorded local consumption of the minerals produced.

Agricultural Produce.

The total area of Sierra Leone is 27,925 square miles. The general system of agriculture is that known as " shifting cultivation " and it is impossible to estimate with any accuracy the area under annual cultivation. The chief crop is rice, both upland and wetland. Others of importance are cassava, " fundi " (*Digitaria exilis*), groundnuts, sweet potato, and ginger.

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Formerly a large proportion of the country was covered by high forest, but not more than 2-5 per cent. is now under this type of vegetation. Some 40-50 per cent. is under secondary bush, varying from 3 to 20 years of age, according to population density and marketing facilities, which are the chief factors determining demand for farming land; this type of bush is the source of the main export crops, chiefly oil palm, kola, ginger and cacao. 35-45 per cent. is under orchard bush and grass; about two-thirds of this is farmed by the shifting cultivation method; the remainder, although affording grazing to some extent, is unsuitable by reason of the soil conditions for any agricultural uses. Land which is swampy, either permanently or in the rainy season only, accounts for some 10-20 per cent. of the total area; at present about one-tenth is under annual rice cultivation. Raphia palms are common in many swamps not cleared for rice and provide piassava for export and many products for local use.

Along the coast fishing is an important local industry and cured fish from this source are an important item of food in all parts of the country enjoying good transport facilities. The production of salt is a minor industry in some of the estuaries.

The area devoted to mineral production is relatively small, and future development is unlikely to interfere seriously with agricultural lands.

As to future development and improvement of land suitable for agriculture: apart from swamps there is practically no unused land which can be profitably brought under cultivation. An increasing population, settled conditions and improved marketing facilities have brought about a demand for agricultural land which has resulted in the shortening of the fallow (bush regrowth) period. The bush, and with it soil fertility, is rapidly deteriorating and the area required annually to maintain production is increasing steadily. The heavy rainfall, and attendant soil erosion and leaching, have so far prevented the evolution of any satisfactory system of intensive farming. If the destruction of bush is not checked it is obvious that not only will food production suffer but the Colony's chief exports, oil palm products, kola and cocoa, will be in great danger.

Future development will therefore depend largely on the satisfactory conservation of bush—it is thought that a regrowth period of about 10 years between croppings will be necessary—and the fuller utilization of swamp land for food production, chiefly rice. It has already been stated that only about one-tenth of the existing swamp land is utilized, for rice in the rainy season and, where conditions are favourable, for sweet potato and vegetable crops in the dry season. Farmers are being encouraged and assisted to develop the swamps; steady progress

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is being made and there is reason to believe that a fairly large proportion of the swamp area can be utilized by present methods and practically all where and when economic pressure makes drainage and irrigation profitable.

During the latter part of the year under review agricultural surveys were started which comprise the Colony Peninsula and the extensive coastal swamp area between the Ribbi and Bagru rivers in the Southern Province.

Food Crops.

Rice.—The 1938 crop was well above normal and it is anticipated that there will be a surplus for export in 1939. In this connexion it should be clearly understood that the principal rice harvest extends roughly from October to January and that the effect of any one season is not felt on the market till the following year. It is thought that while the season and the upland farms (which depend entirely on the season) were above normal, the swamp areas also showed an increase in production and it is estimated that the market recently created by the rapid growth of the mining industry will be fully supplied by local production and a surplus available for export.

It is impossible to give more than the roughest estimate of the annual rice production since no statistics exist, but judging from the population, and the place that rice fills in the diet of the people, it is estimated that production in a normal year approximates to 175,000 tons of paddy.

Efforts are being made to increase the production of this crop in the wetland areas in order to relieve the pressure on the dry-land farms for rice. In the Scarcies swamp area the Government has introduced improved varieties of rice which give bigger yields of good quality rice. G.E.B. 24, which was mentioned in the 1936 report, is increasing rapidly and has become established in the market as the foremost of the local rices. It commands a small premium.

The rice cleaning mill which started in 1936 at Cline Town milled 11,896 bushels that year. In 1937 some 29,863 bushels were milled and milling was only restricted by difficulties with regard to parboiling and storage. These difficulties were to some extent overcome in 1938 when 39,900 bushels were cleaned. The proper cleaning of rice is much appreciated by local consumers and a substantial premium can be obtained for properly cleaned rice.

As anticipated in the last Annual Report there was no shortage of rice during 1938 but on the contrary there was a surplus for export and during the last two or three months of the year 355 tons of rice were exported.

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Food Crops other than rice.—The production of these, of which the most important are digitaria, cassava, groundnut and sweet potato, was not hindered by the season, and the total production was well up to normal.

Export Crops.

Palm Kernels.—63,697 tons of palm kernels valued at £457,030 were exported in 1938. The fall in quantity was undoubtedly due to the fact that producers were discouraged by the low price. Kernels are not consumed locally so that when the price of kernels is low, native cultivators try other methods to secure a money income.

Ginger.—2,705 tons valued at £60,679 were exported in 1938. This is a record; but owing to the large quantity exported the previous year, and the extent of the crop, the price fell considerably, with the result that, although the amount exported was increased by over 300 tons, the value of the crop was some £37,000 less. It is anticipated that in view of the large exports of ginger in 1937 and 1938 the price in 1939 will be very adversely affected. Very little ginger is used locally.

Piassava.—3,791 tons of piassava valued at £40,365 were exported. This is another record for quantity exported, but, owing to the fall in price, the total value was considerably lower. The generally healthy tone of this industry during the past few years is due to the great improvement in quality. Piassava is chiefly an export crop but is used locally on a small scale for the manufacture of fishing traps, etc.

Kola.—There was a distinct fall in the kola trade; 1,450 tons valued at £29,784 were exported and this is the lowest amount exported during the past 29 years. It is thought that this decrease is due to financial difficulties in Nigeria to which country a great deal of the kola is normally exported. Kola is also grown for local consumption and probably as much is utilized locally as is exported.

Cocoa.—Increasing amounts of cocoa are being marketed and during 1938, 384 tons valued at £5,849 were exported as compared with 265 tons in 1937. This is the largest quantity exported in any one year and the amount, although small, gives indication of the possibilities of this crop.

Coffee.—There was a slight fall in the amount of coffee exported during 1938 which amounted to 38 tons valued at £792. This is due in part to the fall in price and in part, it is thought, to increasing local consumption.

Livestock.

There are as yet no statistics concerning the livestock of this country. Cattle farming is carried out in a small way in the

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Northern Province. A large proportion of the cattle (of which something like 5,000-6,000 are slaughtered annually in the Colony and Protectorate) is imported from French Guinea. Sheep and goats are bred on a moderate scale throughout the country and pigs to a small extent. The value of the export in hides amounted to £1,046 in 1938. Government has secured the services of a Livestock Officer to investigate the possibilities of improving the numbers of the various forms of stock in the Dependency.

General.

The production of food is entirely in the hands of individual agriculturists, the majority of whom are small farmers. Each farmer, with the assistance of family labour, produces food for his own consumption. In the more backward parts of the country the farmer grows a diversity of crops and is practically self sufficient for all food supplies, but where transport facilities are good there is a tendency to concentrate on the most profitable crops and obtain other food requirements by barter or with the money from sales. There is as yet no export of local food crops, although an export in rice is expected in the near future, and the production of more food than can be consumed locally is something new. The cultivation, or collection and preparation, of agricultural products for the export market is also in the hands of individual agriculturists, and the money realized by the sale of these commodities is largely utilized for the payment of taxes and the purchase of imported articles.

All products are sold in the open market. The more fortunately placed producers can sell direct to the commercial firms and get a fair price, but a large proportion are obliged to deal with small petty traders and thus receive a poor return for their labour. It is clear that there are distinct possibilities for organized co-operative marketing especially in connection with the important export crops.

An Ordinance to regulate the conduct of Co-operative Societies was introduced and read a first time at the November meeting of Legislative Council in 1938. It is expected that this Ordinance will pass through the final stages at the May meeting of Council in 1939. In anticipation of this three farmers' marketing societies have been started in the Scarcies area where rice is produced on an intensive scale. In 1938 the membership of these societies was 100 and paddy belonging to the societies was sent to the Government mill in Freetown for cleaning and disposal.

Production for food and export is entirely in the hands of the indigenous peoples. The Syrian community, numbering about 1,400, have in the past restricted their activities to trading, but are now showing an interest in the production of bananas for export, and in 1938 a Syrian planter started a banana plantation which already shows great promise.

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Employment of agricultural labour under Europeans is restricted to about 300 men engaged annually on the experimental and demonstration stations of the Agricultural Department. The knowledge gained in this way by labourers who subsequently return to work in their villages is definitely beneficial. By this means planting material of new crops and improved indigenous varieties has been widely disseminated. In addition farmers have been taught how to choose sites for, and plant and maintain economic crops, chiefly cocoa, coffee and oil palm. A few farmers have also been helped to take up ploughing which is new to this country. It has been found that farmers directly assisted in this way afford a demonstration, and diffuse knowledge, which their neighbours are quick to adopt.

Forests.

Forestry in Sierra Leone, as elsewhere, performs a dual function: it attempts to protect all existing forest and tries, within the limits of its financial resources, to develop areas capable of development in the existing economic regime.

It is estimated, tentatively, that about 1,500 square miles of true forest remains in the country most of which is tropical rain forest, scattered remnants mostly of a much more extensive forest estate which must have existed in the not distant past. Local agricultural methods, which must have persisted for centuries, have undoubtedly destroyed large tracts of such forest, and settled peaceful conditions are hastening the processes of destruction. Nevertheless, given scientific forest management, it is considered that the area quoted above is sufficient to meet nearly all local timber requirements at the present rate of consumption, but there seems little likelihood in the near future of any available surplus which could bring about a revival of the export trade which flourished until roughly the middle of the nineteenth century. It is curious too that the usual West African export species appear to be largely absent from Sierra Leone. Sawyers will find it difficult to obtain their supplies from outside reserves and exploitation will have to be started in such reserves where it is economically possible.

In 1938 imports of timber according to Customs returns amounted to 1,066,380 super. ft. valued at £15,625. It is impossible to estimate the consumption of sawn timber obtained from outside reserves but in Kenema, in the Kambui Reserve, an exploitation scheme initiated in 1934 by the Forest Department produced during the year 179,066 super. ft. or slightly less than 20 per cent. by volume of the figure for imported timber. The direct result of this organization has been largely to replace in certain Government Departments, the use of imported by local timber. It is hoped that this work will be extended considerably in the near future.

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Less spectacular, but at least equally important if more difficult to appraise, is the protective work done by the Forest Department. About 70 per cent. by area of existing forest reserves in the country may be classed as protection forests. The aims of such reservation are to protect hill slopes from destructive and, in the end, unprofitable agriculture: to prevent erosion: to maintain, so far as is possible, existing climatic conditions: to protect important watersheds and the gathering grounds of the principal streams. There is no reason whatever why reserves primarily protective in function should not be developed economically as well. By careful management this can easily be contrived but limiting factors are ease of communications by road, rail or water and the accessibility of possible markets. Here the habits and relative wealth of the people play an important part. In many parts of the Protectorate mud and wattle houses with thatched roofs are still the rule. There would appear to be little immediate likelihood of such people changing their building methods even if supplies of cheap sawn timber were available.

The area of reserved forest in Colony and Protectorate has now reached at 766 square miles the most inadequate figure of approximately 2·75 per cent. of the total area of country. Plans are being laid which aim at bringing this figure nearer to what experts consider to be the desirable safe minimum for tropical countries which is variously estimated at from 20 to 30 per cent. Reserves in the Colony are on Crown Lands which are therefore available for purposes of Government but in the Protectorate only timber rights over reserved areas are alienated. The land there still belongs to the communal owners and this is recognized by the grant to them of a royalty on all forest produce extracted from the reserves. Farming rights in reserves are respected and the Settlement Courts make allowance for such rights when reserve agreements are negotiated.

Improvement fellings which are silvicultural in aim as well as for utilization, are being carried out in the Kambui Reserve. In certain other reserves regeneration by the taungya method is now being undertaken as extensively as organization of the necessary nursery stocks can be arranged.

VII.—COMMERCE.

An attractive price in the European market for each of the various articles of domestic produce is the chief incentive to an export trade of any importance. The principal articles of produce are palm kernels, palm oil, ginger, piassava and peppers, the leading purchasing countries in 1938 being the United Kingdom, Germany, France, the Netherlands and the United States of America. Palm kernels accounted for 19 per cent. of the total value of domestic exports in 1938.

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The export of minerals (diamonds, raw gold, and iron ore) accounted for 73 per cent. of the total value of domestic exports in 1938. To this percentage diamonds contributed 36, gold 9 and iron ore 28.

Import trade is done with the United Kingdom, France, Belgium, the United States of America, Germany, the Netherlands, Czechoslovakia, Canada and South Africa, some of the principal articles being cotton piece-goods, beer, flour, salt, tobacco, coal, illuminating oil, motor spirit and provisions unenumerated.

Rice, the staple food of the African population, is produced in sufficient quantity to meet the demand; but a noteworthy trade is done in imported articles of foodstuff.

The following table shows the total value of imports, domestic exports and re-exports during the past five years:—

Year.	*Total Imports.*	*Domestic Exports.*	*Re-exports.*
	£	£	£
1934	805,227	832,809	179,066
1935	1,214,315	1,556,816	27,018
1936	1,346,715	2,224,918	152,047
1937	1,839,582	2,819,977	23,563
1938	1,500,342	2,344,195	44,734

THE PERCENTAGE OF TOTAL IMPORTS FROM EMPIRE AND FOREIGN COUNTRIES RESPECTIVELY DURING 1934 TO 1938 AND THE PRINCIPAL SUPPLYING COUNTRIES.

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
United Kingdom ...	58·38	70·17	70·00	69·79	68·76
British West African Possessions.	·77	2·87	·36	·55	·74
British Possessions (other).	18·03	11·02	13·91	14·60	16·38
France	1·45	1·08	·95	·68	·63
Germany	2·75	2·61	2·64	2·43	1·55
Netherlands	·55	·70	·71	·74	·43
United States of America.	8·59	6·11	4·96	4·15	5·82
Japan	3·57	·76	1·47	1·60	1·34
Foreign West African Possessions.	·12	·41	·30	·71	·97
Other European Countries.	4·66	3·38	3·46	4·04	2·52
Other Countries ...	1·13	·89	1·24	·71	·86
Totals	100·00	100·00	100·00	100·00	100·00

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The Percentage of Domestic Exports to Empire and Foreign Countries respectively during 1934 to 1938 and the Principal Countries of Destination.

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
United Kingdom ...	67·12	68·12	61·81	69·07	61·54
British West African Possessions.	3·11	3·08	7·40	2·16	1·06
British Possessions (other).	·35	·37	·40	·48	·28
France	·19	·10	·29	·41	·18
Germany	14·63	11·31	14·86	15·59	5·48
Netherlands	8·34	7·87	11·14	6·33	24·61
United States of America.	2·02	2·46	1·00	2·22	1·84
Japan	·07	—	—	—	—
Foreign West African Possessions.	·91	·58	·45	·65	·66
Other European Countries.	2·99	5·73	2·46	2·87	4·11
Other Countries ...	·27	·38	·19	·22	·24
Totals	100·00	100·00	100·00	100·00	100·00

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STATEMENT OF THE VALUES AND/OR QUANTITIES OF PRINCIPAL IMPORTS DURING 1937 AND 1938 OTHER THAN BULLION AND SPECIE, INDICATING THE PRINCIPAL SOURCES OF SUPPLY.

Article.		*1937.*		*1938.*		*Principal Sources of Supply.*
		Quantity.	*Value.*	*Quantity.*	*Value.*	
			£		£	
Beer and ale, stout and porter	Imp. gall.	158,124	29,433	152,750	28,124	United Kingdom, Eire, Germany.
Biscuits, bread and cakes :—						
Cabin or ships'	cwt.	6,899	13,394	1,809	3,013	United Kingdom.
Fish of all kinds	,,	4,192	10,529	1,779	4,928	Canada, Portugal, United States of America, Japan.
Rice	,,	84,085	46,387	6,820	3,343	Burma, Portuguese Guinea.
Flour	,,	30,911	27,184	29,901	24,031	Canada.
Salt (common)	,,	100,521	24,865	66,201	17,401	United Kingdom.
Spirits (potable)	Imp. gall.	10,885	11,130	10,988	11,170	United Kingdom, France, Jamaica.
Sugar	cwt.	17,966	11,836	17,608	10,044	United Kingdom, Czechoslovakia.
Tobacco, unmanufactured ...	lb.	1,619,299	68,646	1,144,237	48,701	Canada, Nyasaland, Union of South Africa, United States of America.
Tobacco	,,	67,094	19,303	60,750	17,953	United Kingdom.
Cigarettes	hundreds	258,986		250,113		
Wines, still	Imp. gall.	86,943	19,180	48,708	11,160	Union of South Africa, Spain, Cyprus, France, Germany.
Coal	ton	74,104	113,335	67,945	104,365	United Kingdom.
Lumber	Superficial feet.	1,112,129	16,699	1,066,380	15,265	United States of America, Canada, Norway, United Kingdom.
Apparel :—						
Boots and shoes, all kinds	pair	146,297	14,331	148,761	16,136	United Kingdom, British India, Hong Kong.
Hats, caps, bonnets, etc....	doz.	31,461	13,072	21,968	9,680	United Kingdom, Japan, Hong Kong.
Singlets	No.	468,013	13,678	181,726	5,023	Hong Kong, United Kingdom.
Bags and sacks (empty) ...	,,	1,390,570	29,287	882,682	19,355	British India.
Cotton piece-goods	Sq. yd.	12,883,821	311,457	7,233,105	173,322	United Kingdom, British India.
	cwt.	28,088		15,977		

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Article.		1937.		1938.		*Principal Sources of Supply.*
		Quantity.	*Value.*	*Quantity.*	*Value.*	
			£		£	
Woollen and worsted manufactures (all kinds).	value	—	13,859	—	8,243	United Kingdom.
Electrical and telegraphic apparatus (all kinds).	,,	—	8,268	—	10,027	United Kingdom, United States of America.
Implements and tools ...	,,	—	17,094	—	6,700	United Kingdom.
Machinery, electrical ...	,,	—	17,256	—	42,449	,,
,, industrial ...	,,	—	13,538	—	1,872	,,
,, mining	,,	—	38,315	—	64,341	United Kingdom, United States of America.
Metals :—						
Buckets, pails and basins	doz.	44,273	16,506	5,573	1,698	United Kingdom, Japan.
Corrugated iron sheets ...	ton	621	13,055	187	4,017	United Kingdom.
Other kinds	value	—	56,199	—	25,572	United Kingdom, Germany.
Vehicles—Road :—						
Chassis with engines ...	No.	70	10,471	25	4,356	United Kingdom.
Private cars (including cabs).	,,	99	14,601	103	14,886	United Kingdom, Canada.
Beads	lb.	95,860	13,342	14,543	2,235	Czechoslovakia, Germany.
Cement	ton	4,777	13,730	5,050	15,290	United Kingdom.
Medicines and drugs... ...	value	—	18,463	—	13,195	United Kingdom, United States of America, Germany.
Oil—illuminating	Imp. gall.	491,344	22,794	460,778	21,042	United States of America, United Kingdom.
,, fuel	,,	314,550	9,368	466,191	10,624	United Kingdom, United States of America.
,, Motor spirit	,,	461,554	22,353	423,466	19,620	United States of America, Trinidad.
Perfumery	value	—	14,286	—	5,402	United Kingdom.

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THE VALUES AND/OR QUANTITIES OF PRINCIPAL DOMESTIC EXPORTS AND RE-EXPORTS, OTHER THAN BULLION AND SPECIE DURING 1937 AND 1938.

	1937.		1938.	
	Quantity.	*Value.*	*Quantity.*	*Value.*
		£		£
Benniseed ... ... ton	104	1,662	374	3,700
Cocoa, raw ... ... ,,	265	8,830	384	5,849
Diamonds ... ... value	—	1,070,384	—	858,055
Ginger ... ... lb.	5,340,944	97,622	6,059,200	66,680
Gold ... ... oz. (troy)	40,828	269,465	31,505	207,940
Hides (cattle) tanned ... ... lb.	27,920	2,029	4,880	316
,, untanned ... cwt.	1,032	2,825	278	730
Kola nuts ... ... cental of 100 lb.	50,347	60,504	32,470	29,785
Palm kernels ... ... ton	76,776	884,812	63,697	457,031
Palm oil ... ... ,,	2,325	42,238	1,066	16,025
Peppers... ... ... lb.	45,455	1,093	201,897	3,410
Piassava ... ... ton	3,392	43,609	3,791	40,369
Platinum ... ... oz. (troy)	227	2,361	135	1,004
Rice ... ... cwt.	140	88	7,109	2,927
Iron ore ... ... value	—	325,605	—	646,421
Re-exports (less specie and currency notes) :—				
Wood and timber unmanufactured, other kinds.	—	1,164	—	—
Metals—iron and steel manufactures, other kinds.	—	3,895	—	2,078
Vehicles—Ships and boats mechanically propelled.	—	1,500	—	1,000
,, road, commercial vehicles, etc.	—	1,430	—	—
,, road, private cars	—	2,729	—	2,987
,, air, aeroplane parts	—	1,550	—	183
Goods unenumerated manufactured ...	—	1,371	—	620
Machinery—marine	—	312	—	422
Electrical and telegraphic apparatus :— Wireless apparatus :— Complete sets	—	470	—	385
Other re-exports	—	8,962	—	14,029

Palm Kernels: The Home market price gradually decreased from £11 in January to £8 14s. 6d. in December and averaged throughout the year £9 8s. 3d. as compared with £13 10s. in 1937.

Shipments to the United Kingdom decreased from 29,962 to 24,146 tons. Exports to Germany fell from 33,213 to 14,849 tons, whilst those to the Netherlands and Denmark increased from 10,120 to 21,416 tons and from 1,223 to 1,533 tons respectively.

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Brief Statistics of Imports and Exports of Coin and Notes during 1934 to 1938.

Imports.

	1934. £	*1935.* £	*1936.* £	*1937.* £	*1938.* £
Specie and Currency Notes :—					
Alloy...	12,144	82,250	40,075	124,001	68,697
Nickel	1,102	1,573	1,405	2,154	2,314
Silver	184	3	5,500	—	50
Currency notes ...	15,406	3,849	1,276	21,397	62,185

Exports.

Specie and Currency Notes :—					
Alloy...	152,480	200	25,720	180	20,000
Nickel	240	—	—	—	630
Silver	8,394	11,545	6,800	—	2,400
Currency notes ...	2,580	1,230	100,500	—	—

Imports.

The total value of imports into the Colony during the year amounted to £1,500,342 as compared with £1,839,582 in 1937, being a decrease of £339,240.

The following table shows the value of imports by classes during the years 1937 and 1938:—

	1937. £	*1938.* £	*Decrease.* £
Class I.—Food, drink and tobacco	366,195	265,127	101,068
Class II.—Raw materials, etc.	147,171	142,087	5,084
Class III.—Articles mainly manufactured	1,139,428	926,103	213,325
Class IV.—Animals not for food, etc.	39,136	33,721	5,415
Class V.—Bullion, specie, etc....	147,652	133,304	14,348
Totals	£1,839,582	£1,500,342	£339,240

Total decrease ... £339,240.

Compared with 1937 there were decreases in the value of each of the three categories which constitute Class I—" Food " by £70,388, " Drink " by £9,310 and " Tobacco " (mainly unmanufactured) by £21,370.

Commercial coal and lumber were mainly responsible for the decrease in Class II, the value being £5,084 less than the 1937 imports.

The majority of items under Class III recorded a decrease, particularly cotton piece goods £138,324, and iron and steel manufactures, other kinds, not elsewhere specified £30,172 Appreciable increases were however recorded in fuel oil £74,540, machinery, mining and gold dredging, £26,026, and machinery, electrical, £21,251.

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The following table shows the commercial imports for home consumption of cotton piecegoods, including velveteen, for the years 1934 to 1938:—

Year.	Quantity. Sq. yds.	Value. £	Duty obtained. £
1934	5,638,488	107,740	26,524
1935	14,207,762	297,455	72,593
1936	14,408,232	328,107	76,320
1937	12,883,821	311,457	65,067
1938	7,233,105	173,322	39,201

The following table shows the value and percentage of the imports from the different countries during the years 1937 and 1938:—

	Value. 1937. £	Percentage. 1937.	Value. 1938. £	Percentage. 1938.
United Kingdom	1,283,815	69·79	1,031,705	68·76
British West African Possessions.	10,137	0·55	11,110	0·74
British Possessions (other) ...	268,631	14·60	245,705	16·38
France	12,417	0·68	9,475	0·63
Germany	44,734	2·43	23,214	1·55
Netherlands	13,551	0·74	6,444	0·43
United States of America ...	76,273	4·15	87,360	5·82
Japan	29,439	1·60	20,084	1·34
Foreign West African Possessions.	13,085	0·71	14,587	0·97
Other European Countries ...	74,367	4·04	37,710	2·52
Other Countries	13,133	0·71	12,948	0·86
Totals	£1,839,582	100·00	£1,500,342	100·00

Exports.

The total value of exports from the Colony during the year amounted to £2,388,929 (domestic exports being £2,344,195 and non-domestic £44,734).

The following table shows the value of exports by classes during the years 1937 and 1938:—

	1937. £	1938. £	Increase. £	Decrease. £
Class I—				
Food, Drink and Tobacco ...	171,057	104,275	—	66,782
Class II—				
Raw Materials and Articles mainly unmanufactured.	2,379,605	2,030,932	—	348,673
Class III—				
Articles wholly or mainly manufactured.	19,590	17,931	—	1,659
Class IV—				
Animals not for food ...	3,643	4,821	1,178	—
Class V—				
Bullion, Specie and Currency Notes.	269,645	230,970	—	38,675
Totals	£2,843,540	£2,388,929	£1,178	£455,789

Net decrease £454,611

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The following table shows the value and percentage of the exports to the different countries during the years 1937 and 1938:—

Country.	Value. 1937.	Percentage. 1937.	Value. 1938.	Percentage. 1938.
	£		£	
United Kingdom	1,964,006	69·07	1,470,378	61·54
British West African Possessions	61,340	2·16	25,434	1·06
British Possessions (other) ...	13,563	0·48	6,624	0·28
France	11,728	0·41	4,396	0·18
Germany	443,346	15·59	131,062	5·48
Netherlands	180,092	6·33	587,839	24·61
United States of America ...	63,189	2·22	43,965	1·84
Japan	—	—	—	—
Foreign West African Possessions.	18,448	0·65	15,776	0·66
Other European Countries ...	81,520	2·87	97,724	4·11
Other Countries	6,308	0·22	5,731	0·24
Totals	£2,843,540	100·00	£2,388,929	100·00

The following table shows the quantity and value of palm kernels exported during the last five years:—

Year.	Quantity. Tons.	Value. £
1934	68,655	360,780
1935	78,019	583,645
1936	84,578	810,238
1937	76,776	884,812
1938	63,697	457,031

State of Trade.

The following comparative table summarizes the state of trade in the Colony during the past five years:—

Year.	Total Imports (less specie and currency notes).	Re-exports (less specie and currency notes).	Net Imports.	Domestic Exports.	Excess of net Imports over Domestic Exports.	Excess of Domestic Exports over net Imports.	Customs Duty on Imports and Exports.	Tonnage of Shipping entered and cleared.
	£	£	£	£	£	£	£	
1934	776,334	15,376	760,958	832,805	—	71,847	313,528	4,269,310
1935	1,126,556	14,043	1,112,513	1,556,816	—	444,303	441,966	4,794,868
1936	1,298,390	19,027	1,279,363	2,224,918	—	945,555	491,694	4,979,189
1937	1,691,930	23,383	1,668,547	2,550,512	—	881,965	531,556	5,473,202
1938	1,367,038	21,704	1,345,334	2,136,255	—	790,921	403,944	5,435,123

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Tourist Traffic.

On the 28th February, 1928, the first cruise ship, s.s. *Laconia,* arrived in Sierra Leone carrying 331 tourists. In 1938 six vessels visited Freetown and approximately 1,626 tourists came ashore.

This season ranges from December to April.

The amount spent in the Colony by tourists is not prodigious. The Railway Department collected £344 in 1938 on excursions to Waterloo, a village 21 miles distant from Freetown and it is estimated that local motor transport services benefitted to the extent of £200.

Cars are available for drives to Hill Station, a residential quarter six miles from Freetown, 850 feet above sea level, and to Lumley Beach, seven miles distant, where good sea bathing is available. When the Colony circular road is completed a drive of 16 miles from Freetown along the coast through picturesque scenery will be possible. Other points of interest where excellent views can be obtained are Mount Aureol and Regent village.

VIII.—LABOUR.

Mineral Industry.

An average number of 13,534 Africans was employed in mining and prospecting throughout the year and additional numbers were engaged in such accessory services as police work, building and construction, etc.

In general the labour supply was adequate. No recruiting methods were necessary there being normally sufficient men applying for work on the spot. There were the usual seasonal contractions in labour supply during the planting and harvesting periods.

In the gold and platinum industries the introduction of tributing has been very popular with the native who in the majority of cases prefers this to daily wage work, and more than half the labour was so engaged.

Other unskilled labour was employed on a daily wage basis, and the rate of pay was either fixed or made dependent on the completion of a task.

One company augments the wage with a free daily issue of rice, while other companies by accumulating stocks of rice ensure that it is available at a reasonable price to the labourer throughout the year.

Agricultural Labour.

The 1931 census estimated the total population at 1,768,480. The number of non-Africans is negligible. Adult able-bodied males number about 450,000 and of these about 95 per cent.,

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with the assistance from other members of their families, are engaged in agriculture as a whole or part-time occupation. There are no agricultural estates or plantations and the labour on farms is of the nature described, assisted to a small extent by domestics and casual labourers who do not receive any cash payment but are usually given lodging, some produce, and often the use of farm land.

At present the supply of labour for agricultural pursuits is adequate. Recent mining activities have withdrawn some 14,000 labourers, and their dependants, from farming, and this has created a demand for 4,000 to 5,000 tons of rice, in addition to other foodstuffs. In 1937 this demand was met by importing rice, but in 1938 the rice crop was so large that there was enough to supply this market and still leave a small surplus for export.

Forestry Labour.

The Forest Department is not a large employer of labour. At Kenema average figures for 1938 were:—

	Average monthly numbers.	
Sawyers (skilled and semi-skilled).	50	Usually work in groups of three which earn on an average £3 per month: this divided, £1 10s. or roughly 1s. 3d. per day to the headman: the other £1 10s. is divided between the other two men probably in the proportion 9d. and 6d. per day. Good gangs can earn up to as much as double the above amount.
Labourers	45	Paid at standard Protectorate rate of 8d. per day. Except that manual transport work now done at suitable piece-work rates by which labourers can earn more but most of the labour so employed is casual.

To obtain supplies of labour at Kenema has proved increasingly difficult and the monthly average has fluctuated between 26 and 79. Work is arduous, sometimes dangerous and during the heavy rains not a little irksome. It is not surprising therefore that labourers tend to go elsewhere in search of more congenial work. Chiefly because of shortage of labour, but for other reasons as well, the Department has been compelled to consider seriously the question of mechanization of all the processes of exploitation. A power-driven saw-mill, fed by mechanized transport, would relieve local labour of much of the drudgery of present work at Kenema. It is to be hoped that conditions will then prove more attractive.

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Major W. F. Chipp, D.S.O., M.C., Forest Engineer, Federated Malay States, visited Sierra Leone in 1938 and advised against the extension of mechanised methods of exploitation to Kenema. A search for a suitable area elsewhere is being undertaken, so far without success.

Plantation work at Tabe and elsewhere gave employment to a monthly average of 51 labourers but here the variation was between 19 and 190. Such work is essentially seasonal in its incidence and sometimes labourers were only employed for a few days in one month of the year. With the exception of two senior nurserymen at 1s. 9d. per day and nine junior nurserymen at 1s. 6d., labour was usually paid at the basic Protectorate rate of 8d. per day.

Supervision of Labour Conditions in the Protectorate.

In the Northern and Southern Provinces no Labour Department or inspectorate is established but the work of supervision of Labour Conditions has been carried out by the Medical and Mines Departments and by the District Commissioner concerned. Certain areas in which mining activities are existent and where a large number of labourers are housed have been declared Labour Health Areas under the Employers and Employed Ordinance No. 30 of 1934. The mining areas contain virtually all the organised industrial labour to be found in the Protectorate, and employees in such work numbered about 12,000 in 1938. These areas are inspected at frequent intervals by officers of the Medical Department, who report anything outside their province to the District Commissioner who endeavours to ensure that the recommendations made are carried into effect. The Mines Department are more concerned with the pay and general working conditions of the labourers.

District Commissioners themselves make frequent visits to the mines areas in order to ascertain that the conditions regarding housing and sanitation are in accordance with the special Regulations laid down by the Employers and Employed Ordinance of 1934. Half-yearly reports are submitted on 30th June and 30th December to Government, giving information on these subjects. Those already received reveal that satisfactory progress has been made and a good standard has been maintained. The large companies possess their own hospitals and engage the services of a qualified Medical Officer, and a Sanitary Inspector. A qualified African dispenser is usually attached to the camps of private employers where labour is not employed on a large scale. Full use is made of available Government hospital and dispensary facilities.

Local legislation in so far as it affects this subject will be found in Chapter XIV.

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IX.—WAGES AND COST OF LIVING.

Wages.

Artisans (*Public Works*).—In Freetown during 1938 Public Works artisans were paid from 2s. to 6s. a day for journeymen and from 1s. to 2s. 6d. for improvers. In a few exceptional cases certain journeymen were paid at the rate of 8s. 8d. a day.

In the Protectorate rates of pay varied from 8d. to 1s. for improvers and 1s. to 5s. for journeymen.

Labourers (*Public Works*).—In Freetown the rate of pay of ordinary unskilled labour was from 1s. to 1s. 6d. a day. In certain cases semi-skilled labour employed on special work in which they had acquired some proficiency were paid slightly higher rates, the maximum being 2s.

In the Protectorate the rates of pay for labourers varied from 8d. to 1s., while the rate of pay for headmen or gangers varied from 10d. to 2s. 6d. per diem.

Artisans (*Railway Department*).—In Freetown during 1938 Railway artisans were paid from 2s. 6d. to 7s. 9d. a day for journeymen and from 1s. to 2s. per day for apprentices.

Labourers (*Railway Department*).—In Freetown the rate of pay of unskilled labour was from 1s. to 1s. 3d. per day. In certain cases unskilled labour employed on special work in which they had acquired some proficiency were paid slightly higher rates, the maximum being 1s. 9d.

In the Protectorate the rate of pay of labourers varied from 8d. to 1s. per day, while that of Gangers was from 1s. 6d. to 2s. 9d. per day, and skilled labourers from 1s. 3d. to 1s. 6d. per day.

The wages of artisans outside Government employ are practically the same as those paid by the Government departments.

Cost of Living.

Rice, the only staple food, was obtainable at from 4s. 6d. to 6s. a bushel.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Education is now governed by a revised Ordinance passed in 1938, but the Schedule of Rules for the Colony (1929) and the Protectorate (1930) have not yet been revised and are still in force.

In the Colony the Protestant infant and primary schools are conducted by school committees as the result of the amalgamation of denominational schools. Of these there are 35. There are also two Government, four Roman Catholic and three Mohammedan schools. The managers of these schools, i.e., the owners of the school buildings or their representatives, are

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theoretically responsible for the upkeep of the buildings, but Government pays the salaries of teachers and provides equipment. All school fees are paid into Government revenue. There are at present 44 schools of this type in the Colony, with 7,241 pupils on their rolls and an average attendance of 5,520.

There is one Government secondary school for boys in the Colony and three assisted schools, which receive capitation and equipment grants; grants are also paid to qualified teachers. There are four assisted girls' secondary schools. In these schools there are on the rolls:—

Boys.—65 primary, 213 preparatory and 258 secondary pupils.

Girls.—375 primary, 94 preparatory and 168 secondary pupils.

There are also two assisted schools in the Colony which provide vocational training—The Sir Alfred Jones Trades School (wood-working) for boys, and the A.M.E. Girls' Industrial School (Domestic Science). Courses in carpentry and printing form part of the curriculum at the Albert Academy, one of the assisted boys' secondary schools.

Apart from assisted schools there are an unassisted boys' secondary school, a preparatory girls' school, and a number of unassisted primary schools.

Domestic science forms an important part of the curriculum in the education of girls. Special examinations are held annually by independent examiners and certificates and diplomas awarded to successful students. Training for nurses is given both at the Connaught (Government) Hospital and the Princess Christian (Mission) Hospital.

There is a scheme whereby a number of scholarships are awarded to enable boys and girls from primary schools to attend approved secondary schools.

Higher education in Arts and Theology is provided at the Fourah Bay College, a missionary institution affiliated to Durham University, and in scientific subjects by scholarships to the Higher College, Yaba, Nigeria.

Government finances schemes for the training of male teachers in connection with Fourah Bay College and for the training of female teachers at the Women Teachers' Training College, Wilberforce.

An Agricultural Institute at Mabang, managed by the Trustees of the S.B. Thomas Bequest, provides training in agriculture for a limited number of youths from the Colony.

In the Protectorate there are three Government schools; there are also 97 assisted mission schools, which are eligible for capitation, building and equipment grants; teachers'

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salaries being paid by the missions and supplemented in the case of qualified teachers only by grants from Government. These schools are attended by 8,242 pupils, consisting of 6,267 boys and 1,975 girls.

There is no school in the Protectorate covering the complete secondary course, but the Bo Government School and two or three mission schools have classes of secondary grade.

The Union College at Bunumbu trains teachers and evangelists for the Protestant Missions.

There is also an assisted (Catholic) Industrial School at Mobe, which gives instruction in the trades of boat-building and wood and metal working.

In Freetown a special music master teaches singing on correct lines, and very good results have been achieved. An annual singing competition is held, at which the greatest keenness is displayed.

Instruction in physical training is supervised by an officer specifically appointed for the purpose. His activities at present are limited to the schools and training colleges in Freetown and the vicinity.

Welfare Institutions.

The methods of caring for the poor and sick and the burial of deceased destitute persons remained the same during 1937 as in the previous year. Friendly Societies abound.

During 1937 a site was chosen at Kissy for the erection of a building to be known as the King George VI Memorial Hostel for the housing of diseased paupers. At the close of the year construction was nearing completion.

Mental Home.

There is a mental home at Kissy, about five miles from Freetown.

XI.—COMMUNICATION AND TRANSPORT

Roads.

Communication throughout the Colony has been greatly facilitated during the past year as the result of the construction of the new Peninsula Circular Road and the commencement of the link road from Waterloo to Port Loko via Songo. Both roads are expected to be completed during 1939. The former will entirely circle the Peninsula giving easy access to the coastal towns and villages which at present can be reached only on foot or by sea, and the latter road will link up Freetown to the Protectorate road system. A new road 18 miles in length has been constructed between Mano and the Bumpe —Mattru Road.

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Freetown itself is well provided with roads 35 miles of which are suitable for motor traffic. The more important of these, totalling 20 miles, are bitumen surfaced and generally provided with concrete side drains. Pedestrian side walks are now making their appearance and some of the wider roads are being bordered with flowering trees.

Outside the City Boundary there are in the Colony some 66 miles of motorable road inclusive of road construction during 1938. Of this mileage 15 have been bitumen surfaced.

Two notable innovations were made during 1938 in road construction, the first being the adoption of a new road formation giving better drainage and consequent reduction in maintenance costs whilst at the same time providing a safer carriageway for vehicles.

The other innovation was the introduction of piecework on actual road construction. Viewed at first with some suspicion by the labourers it came into immediate favour with them after they had been persuaded to give it a fair trial. The men found that the tasks were fairly assessed and that by attention to their work and co-operation within their working gangs they could increase their former earnings. The wages of the labourers are safeguarded by the Engineer-in-Charge who pays each man individually.

Since the application of this system the speed of road construction has shown a marked increase and no labour trouble whatever has been experienced with the workers.

Railway.

The total length of open line at the end of 1937 was 311 miles, with a gauge of 2 ft. 6 ins.

Capital expenditure on the railway to the 31st December, 1938, was £1,105,742.

The total revenue of this Department was £177,230, which shows a decrease of £30,446 on the figure for the previous year. The revenue includes £966 from contributions to the Widows' and Orphans' Pensions Fund.

The expenditure other than capital for the year was £205,323, which shows an increase of £6,562 as compared with 1937. This total includes £51,760 for loan charges. Working expenditure amounted to £153,562 and gross receipts £177,230.

	1913.	1930.	1931.	1932.	1933.	1934.	1935.	1936.	1937.	1938.
	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.	s. d.
Receipts per train mile	9 6·11	10 10·71	8 5·39	8 10·93	8 7·88	8 11·03	9 7·69	10 3·16	10 8·65	9 6·41
Working expenses per train mile	*5 1·09	11 4·17	8 9·48	8 3·86	8 1·98	7 8·82	6 10·82	6 7·90	7 3·39	8 3·13
Passengers carried ...	438,388	258,834	252,472	408,149	373,161	377,123	449,513	540,990	633,499	663,168
Tonnage carried ,,.	62,084	70,949	61,859	66,024	58,866	59,938	71,628	76,887	76,298	67,998

* Exclusive of pensions, gratuities, etc.

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The rolling stock in use during the year consisted of 39 locomotives, 70 coaching vehicles and 304 goods vehicles.

Motor Bus Service.

The motor bus service is under the direction of the General Manager of the Railway. This service runs on two routes, viz., route 1 to Hill Station European Settlement through Wilberforce, a distance of six miles, and route 2 to Kuma 14 miles from Freetown, on the western sea-board of the peninsula of Sierra Leone. The fleet in 1938 consisted of six passenger vehicles and two lorries.

The total number of passengers carried was 303,832 and the gross receipts amounted to £3,686.

The staff employed was:—

Europeans	2
Africans	20
Total	22

Postal Business.

There was some decrease in postal business during 1938. Postal business was conducted from 17 post offices and 50 postal agencies, Money Order business from 24, and Postal Order business from 53 offices.

The total revenue collected was £30,567 as against £33,014 in the previous year. Of this amount £23,958 was derived from direct postal revenue, and £6,609 from Customs duty on parcels.

As regards correspondence, the estimated number of articles of all kinds, including 94,727 registered articles, dealt with during the year was 2,486,700 as compared with 2,271,900 in 1937. Money Order transactions decreased slightly from 4,348 (value £25,020) in 1937 to 3,780 (value £21,536) in 1938.

The total number of Postal Orders issued during the year was 60,452 valued at £38,098 and the number of Postal Orders paid was 45,744 valued at £28,433 as compared with the previous year, viz., Orders issued 64,308 valued at £40,576; Orders paid 52,386 valued at £33,447.

The Parcel Post transactions showed a slight decrease, 38,636 parcels being handled as against 39,093 the previous year.

In the Cash on Delivery Service (with Great Britain only), 9,802 parcels were received (value £17,828) as compared with 12,190 (value £22,102) in 1937.

Telegraph System.

The internal telegraph system is maintained by the railway. The main system runs from Freetown to Pendembu and Bauya to Kamabai with various subsidiary country lines throughout the Protectorate—totalling 789¾ miles.

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Telephones.

The Freetown, Hill Station and Cline Town telephone services comprise 392¾ miles with a traffic control telephone line, Water Street to Pendembu (up country) of 455 miles making a total of 848¾ miles.

Broadcast Relay Service.

The Broadcast Service was inaugurated in May, 1934, and is owned and controlled by Government.

It is a relay service which operates on the rediffusion principle. The equipment, consisting of rectifying apparatus, two short-wave battery operated receivers and six power amplifiers, together with studio and gramophone equipment, is of the latest design. The power amplifiers are capable of giving a combined undistorted output of 300 watts.

Directional reflector aerials are used and are erected 500 ft. above sea level.

The station relays as a standard programme the whole of Transmissions II and IV in the Empire programme from Daventry on wavelengths of 13, 16, 19, 25 and 31 metres. All transmissions from Daventry are receivable at good signal strength in normal circumstances.

The number of subscribers up to date is over 750.

Cables and Wireless.

Cable and Wireless, Limited, maintain a cable office and a low-power wireless station in Freetown; the latter is used mainly for communicating with shipping.

Increase in the knowledge of wireless telegraphy and recent improvement in the manufacture of wireless installations of moderate cost have led to considerable numbers of applications on the part of private individuals for licences under the Wireless Telegraphy Ordinance, 1924, and the holders of such licences have little difficulty in picking up any station in Europe and American broadcasting on suitable short-wavelengths.

Shipping.

There was a decrease of nine (9) in the number of steam and motor vessels entering in the Colony during the year and in tonnage 27,429. Of a total of 2,712,979 tons entered, 60·02 per cent. was British, 7·34 German, 4·32 Italian, 5·96 French, 5·09 American and 9·24 Netherlands.

The following shipping lines call regularly at Freetown on their way to or from other West African ports:—

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Line.	*Destination.*	*Passenger or Cargo.*	*Frequency of Calls.*	*Mail contract.*	*Other feature of the contract, and other remarks.*
Elder Dempster Lines, Limited, Liverpool.	Liverpool ...	Passenger	26 (1 each 2 weeks) plus supplementary end of summer.	Liverpool and West African Colonies	Colony pays a proportion of the subsidy for the conveyance of mails between Liverpool and West African Colonies.
" " "	" ...	Cargo	26 (1 each 2 weeks).		Cargo vessels also have passenger accommodation usually for 12.
" " "	London	"	13 (one each 4 weeks).		
" " "	Continent ...	"	18 (1 each 3 weeks).		Extra services to United Kingdom, Continent and United States of America put in as inducement offered.
" " "	New York ...	"	13 (one each 4 weeks).		Passenger services also accept cargo at this port.
" " "	Canada—South Africa.	"	12 (1 monthly)		
" " "	Coast Ports ...	Passenger	26 (1 each 2 weeks).		
" " "	" ...	Cargo	52 (1 each week)		
" " "	Hull, London, Continent	"	1 every 4 weeks.		
United Africa Company Steamers	Liverpool and West African ports.	2nd Class cargo boats	Twice monthly.		Limited passenger accommodation.
Navigazione Libera Triestina (Italian Line).	Genoa, W. & S. Africa	2nd Class cargo boats.	Once a month.		
Sierra Leone Development Co....	United Kingdom	Iron Ore	About once every 3 weeks.		
American West African Line, Inc., New York.	New York ...	Cargo	18 round voyages calling outward and Homeward 12 months.		

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American West African Line, Inc., New York—*cont.*	U.S. Gulf ports ...	Cargo	5 round voyages calling outward and Homeward 12 months.	
Holland West-Afrika Lijn, Amsterdam	Le Havre, Amsterdam and Hamburg.	Passenger	2 monthly (outward). 2 monthly (Homeward).	Mail contract with Netherlands Government.
,, ,, ,,	Rotterdam, Amsterdam and Hamburg.	Cargo	1 monthly (outward). 1 monthly (Homeward).	
,, ,, ,,	Coast ports up to Spanish Guinea.	Cargo	1 monthly (outward). 1 monthly (Homeward).	
Woermann Linie	Southampton, Boulogne s/mer, Hamburg and Continental ports.	Passenger	2 monthly.	Mail contract with Spanish Government.
,, ,, ...	Hamburg and Continental ports.	Cargo	1 monthly.	,, ,,
,, ,, ...	Coast ports ...	Passenger	1 monthly.	,, ,,
,, ,, ...	Coast ports ...	Cargo	1 monthly.	,, ,,
Cie. Generale de Navigation a vapeur (Cie. Fabre), and Cie. Marseilles de Navigation a Vapeur (Cie. Fraissinet) combined services.	Marseilles ...	Passenger and cargo.	2 monthly (1 Homeward and 1 outward).	Mail contract with the Sierra Leone Government.
,, ,, ,,	Marseilles ...	Passenger and cargo.	1 every 3 weeks (average).	
Societe Navale de l'ouest Chargeurs Reunis.	Coast ports ...	Cargo (combined services).	1 monthly (average).	

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The lower reaches of all the rivers of Sierra Leone are navigable for boats and canoes and a considerable traffic is carried on by these means. The most commonly used craft are open sailing boats with a carrying capacity of about four tons and motor launches with a capacity of about ten tons.

There are four ports of entry in the Colony, viz., Freetown, Bonthe, Sulima and Mano Salija.

XII.—PUBLIC WORKS.

Canalization of Streams.—Sanders Brook and Samba Water have already been canalized and the work remaining under the approved eight years' programme, due for completion at the end of 1941, consists of street drainage only. During 1938 the following streets were drained with precast ovoid concrete channels:—

Upper Brook Street.
Waterloo Street—Lower Section.
Wellington Street—Lower Section.
Upper Waterloo Street.
Lewis Street.
East side of Campbell Street from Pademba Road to West Street.

Peninsula Circular Road.—Approximately four miles of this road were completed in 1937. In January of 1938 it was found that the original estimate of £21,530 was insufficient owing to an increase in labourers' wages, the meeting of much more difficult working conditions than was anticipated and a great increase in the amount of bridging. A new estimate totalling £45,000 was submitted to Government in March and authority was received to continue the work.

The subsequent introduction of a new road formation giving better drainage and an improved carriageway, the simplification of bridge designs and the adoption of piece work for labour enabled economies to be effected and, after careful investigation of results, it was found possible to report to Government in October that the revised estimate of £45,000 could be safely reduced to £41,000—a saving of £120 per mile of construction due to the new system of working. Approximately 27 miles of this road had been completed by the end of 1938.

Waterloo—Port Loko Road.—Construction of this road commenced from both ends in October, 1938, the labour being employed on piece work from the start, good progress was made and some ten miles of carriageway were completed by the end of the year.

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European Hospital, Hill Station.—Construction was commenced in 1937 and the main building was taken up to roof level in that year. During 1938 the building was completed, an isolation unit constructed and servants quarters erected. Some delay was occasioned by the non-arrival of the soil piping for the Septic Tank Sewage disposal but the whole unit was generally ready for occupation at the end of the year. This hospital is notable as being the first Government building in Sierra Leone to have a water borne sewage system installed.

New Maternity Hospital, Freetown.—The foundations of this building were completed in 1937. Good progress was made during 1938 and, at the end of the year, the main building was completed and the sanitary annexe well in hand. Decoration and internal fitting up is now proceeding.

Additional Buildings for Wilberforce Barracks.—Several additional buildings were constructed in the Barracks lines of the Sierra Leone Battalion, Royal West Africa Frontier Force at Wilberforce.

The buildings are of permanent construction in cement-sand bricks made on site, and all buildings are fitted with steel doors and windows to reduce future maintenance charges.

In addition the barracks site has been extensively terraced and the results of former surface erosion made good and further erosion prevented. Drainage and road making throughout the barracks is in hand.

Electric Light and Power.

An electric light and power scheme put into service in April, 1928, is in operation by Government in Freetown. High tension alternating current is generated by Diesel engines and distributed at British standard voltage and periodicity. Charges to consumers were revised during the year and a "Lighting and Domestic Tariff" to cover supplies of electric energy to private and business premises and a "Power Tariff" on a two-part basis for power consumers, which were in the main favourable to consumers, were introduced. The "Lighting and Domestic Tariff" operates with a favourable decreasing charge as consumption increases. The first 15 units of consumption are charged at 9d. per unit thereafter additional units are charged in varying stages at 8d., 7d., 6d., 5d., 4d., and 3d. per unit for each respective stage until a consumption of 94 units is reached for which £2 1s. 10d. is charged. For consumptions of more than 94 units 2d. per additional unit is charged. Under the two-part Power Tariff the following charges are made:—

(i) 4s. per mensem per brake horse power installed;
(ii) plus 1½d. per unit consumed.

A special agreement with the City Council is in force which covers the supply of electric energy and the maintenance of the

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street lighting system of Freetown which is owned by the Government.

A minimum charge at a rate of 5s. per mensem is made in respect of each connection and is applicable to all consumers.

Further tariff reductions resulting from, and at the same time encouraging, more extensive use may prove possible in the near future.

The number of consumers steadily increased throughout the year and the distribution system covers a wide area. Building sites and power are available for industrial development.

XIII.—JUSTICE, POLICE, AND PRISONS.

Courts of Justice.

The West African Court of Appeal.—This Court has an appellate jurisdiction in both civil and criminal matters, in respect of certain decisions of the Supreme Court of the Colony, and of the Circuit Court of the Protectorate. The Judges of the Court are the Judges of the Supreme Courts of the Gold Coast, Nigeria, Sierra Leone and the Gambia Colony, and the Judges of the High Court of the Protectorate of Nigeria.

The Court sits periodically at Freetown for the hearing of appeals arising in Sierra Leone and the Gambia.

Courts of the Colony.—The following Courts have jurisdiction in the Colony:—

(i) *The Supreme Court* (*Ordinance No.* 39 *of* 1932).

(*a*) The Court consists of a Chief Justice and Puisne Judge, and also of the Chief Justice and every Judge of the Supreme Court of the Gold Coast Colony, the Chief Justice and every Judge of the Supreme Court of Nigeria, and the Judge of the Supreme Court of the Colony of the Gambia.

(*b*) In its ordinary jurisdiction the Court has all the powers of the High Court of Justice in England, except the Admiralty jurisdiction.

(*c*) The Court has also a summary jurisdiction in civil causes similar to that of the County Courts in England.

(*d*) The Court is also a Court of Appeal from any decision, civil or criminal of a Magistrate or District Commissioner.

(ii) *Magistrates' Courts* (*Cap.* 118).

There are certain Judicial Districts in each of which is established a Magistrate's Court for the summary trial of criminal causes and with power to commit persons for trial before the Supreme Court. These Courts have also jurisdiction in various quasi-criminal causes, which is conferred upon them by sundry Ordinances. Each Court is presided over by a Magistrate or District Commissioner or by two Justices of the Peace.

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(iii) *Courts of Requests* (*Cap.* 43).

These are courts for the trial of civil causes in which the amount involved does not exceed a sum fixed by the Ordinance. There is one Court for each Judicial District. Each Court is presided over by a Magistrate or District Commissioner who in this capacity is styled " Judge of the Court of Requests," or by two Commissioners.

Courts of the Protectorate.—The Courts of Law of the Protectorate are as follows:—

(i) *The Circuit Court* (*Ordinance No.* 40 *of* 1932).

(*a*) This Court is constituted by the Chief Justice or Puisne Judge of the Supreme Court of the Colony, each of whom, when sitting in this Court, is styled " the Judge of the Circuit Court."

(*b*) With very few exceptions the Court has the same criminal and civil jurisdiction in the Protectorate as the Supreme Court has in the Colony. Divorce and matrimonial causes are, however, specially withdrawn from its jurisdiction.

(*c*) The Court also hears appeals from decisions of District Commissioners in both criminal and civil causes.

(ii) *Courts of District Commissioners* (*Ordinance No.* 40 *of* 1932).

(*a*) In each district there is a Court constituted by the District Commissioner and known as " the Court of the District Commissioner " or " The District Court."

A Provincial Commissioner, who is in charge of a group of districts known as a Province, has the same jurisdiction as a District Commissioner in each of those districts. (Ordinance No. 32 of 1933.)

An Assistant District Commissioner has the same jurisdiction as a District Commissioner in the district in which he is stationed, if appointed by the District Commissioner to exercise it. (Ordinance No. 32 of 1933.)

(*b*) The criminal jurisdiction of these Courts is practically the same as that of the Magistrates' Courts in the Colony. They can commit persons for trial before the Circuit Court, or, in very rare cases, before the Supreme Court of the Colony. They also possess a civil jurisdiction in most cases up to £50.

(iii) *Courts of Native Chiefs* (*Ordinance No.* 40 *of* 1932).

The Courts are composed of native chiefs and have a limited civil and criminal jurisdiction in cases arising exclusively between natives of the Protectorate, other than

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persons employed in the Government service. They are subject in all respects to supervision of the District Commissioner who can amend, vary or set aside any of their decisions or sentences.

(iv) *Combined Courts (Ordinance No. 40 of 1932).*

In certain chiefdoms where there is a considerable number of non-natives settled or residing, the Paramount Chief and a non-native appointed by the District Commissioner, subject to confirmation by the Governor, sit as " Joint Judges " to decide petty civil cases arising between non-natives and natives. The orders of this Court may be enforced by the District Commissioner who can review its decision in all cases.

Criminal Cases tried in the Police Magistrate's Court, Freetown, 1938.

Offences.	*Cases reported.*	*Persons arrested.*	*Persons convicted.*	*Persons discharged.*	*Committed for trial.*
Assault and Battery ...	236	236	134	102	—
Harbour Offences ...	18	18	15	3	—
Stowaways	24	24	23	1	—
Customs Offences ...	19	19	15	4	—
Housebreaking ...	8	8	—	2	6
Burglary	1	1	—	—	1
Larceny	521	521	408	109	4
Larceny from Ship ...	6	6	2	4	—
Public Health Offences	469	469	386	83	—
Shopbreaking	4	4	—	1	3
Larceny from a Person	42	42	38	4	—
Breach of Immigration Restriction Law ...	8	8	6	2	—
Selling Palm Wine without Licence	18	18	18	—	—
Disorderly conduct ...	146	146	94	52	—
Fighting	38	38	29	9	—
Drunk	9	9	9	—	—
Wounding	33	33	17	15	1
Totals	1,600	1,600	1,194	391	15
Juveniles.					
Larceny	26	26	24	2	—
Assault and Battery ...	4	4	4	—	—
Throwing Stones ...	1	1	1	—	—
Committing Nuisance...	2	2	2	—	—
Unlawful Possession ...	3	3	2	1	—
Acting as a Guide ...	1	1	1	—	—
Totals	37	37	34	3	—

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Return of Criminal Cases tried in the Circuit Court during the year 1938.

District.	*Number of persons prosecuted.*	*Number of persons imprisoned.*	*Number of persons fined or otherwise punished.*	*Number of persons condemned.*	*Number of persons discharged.*
Bombali ...	7	6	—	—	1
Kenema ...	4	2	—	1	1
Kailahun ...	3	2	—	1	—
Kono ...	4	2	—	1	1
Koinadugu ...	1	—	—	—	1
Bo	2	2	—	—	—
Moyamba ...	6	5	—	1	—
Port Loko ...	6	4	1	—	1
Tonkolili ...	6	4	—	1	1
Pujehun ...	2	1	1	—	—
Bonthe ...	2	2	—	—	—
Totals ...	43	30	2	5	6

Police.

During the year 1938, the strength of the Police Force was increased by 12 3rd Class constables.

Prisons.

There are now eleven prisons administered by the Prisons Department, which have been established as follows:—

Colony.—Freetown, convict and local; Bonthe, local.

Protectorate.—Northern Province, local prisons; Port Loko, Kabala, Makeni, Batkanu, Tonkolili,
Southern Province, local prisons; Kenema, Moyamba, Pujehun, Sefadu.

The number of persons committed to the central prison at Freetown during the year 1938 was as follows:—

Males	820
Females	8
Juvenile adults	11
Juvenile offenders	—

The total daily average number in custody was 212·4.

The number of persons committed to the local prisons of the Colony and Protectorate during the year 1938 was:—

Males	744
Females	3

The daily average in custody was 148·26.

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Health.—The general health of the prisoners was good. The total number of deaths at all prisons was three, compared with four in 1937.

Industries.—Short-sentence prisoners were employed in the kitchen garden, and on general labouring, quarrying stone, sanitary work and maintaining fruit trees on Government land. Long-sentence prisoners were engaged in the usual industries which consist of tailoring, tarpaulin, and mattress making, bread-making, carpentry, blacksmithing and book-binding.

XIV.—LEGISLATION.

The more important Ordinances enacted during 1938 were:—

The Forced Labour (Amendment) Ordinance, 1938.
The Employers and Employed (Amendment) Ordinance, 1938.
The Education Ordinance, 1938.
The Regulation of Docks Ordinance, 1938.
The Legal Practitioners (Disciplinary Committee) Ordinance, 1938.
The Supreme Court (Amendment) Ordinance, 1938.

The Forced Labour (Amendment) Ordinance, 1938, gives power to a Provincial Commissioner to require any Chief to commute all or any of the personal services to which he is entitled for a fixed cash payment or a share of the crops harvested by the people or of the produce collected by them. When once such personal services have been commuted it is unlawful for the Chief or his successors to exact them in the future.

The Employers and Employed (Amendment) Ordinance, 1938, provides the hours of night during which it shall be unlawful to employ women and young persons in industrial undertakings; power is given to the Governor to declare the hours of night to be ten consecutive hours instead of eleven as provided by the Principal Ordinance, for a not longer period than 60 days in certain circumstances. The Education Ordinance, 1938, brings into existence a Board of Education consisting of the Director of Education and three members of the staff of the Education Department, not less than four persons nominated by the schools already in existence in Sierra Leone and such other persons as may be appointed by the Governor. Among its other duties the Board is empowered to advise the Governor in matters of rule making concerning, *inter alia,* the buildings in which schools may be conducted, the making of Government grants to schools, missionary and educational societies and to schools maintained by Tribal Authorities in the

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Protectorate, the inspection of such schools, the registration and conditions of service of teachers, and the provision of scholarships from public funds. The Ordinance empowers the Governor to prohibit the opening of any new school which does not conform with the requirements of the Board and to close down an existing school where the Board represents that it is improperly conducted.

The Regulation of Docks Ordinance, 1938, gives effect to the provisions of an International Labour Convention and gives power to the Governor-in-Council to make rules to ensure, so far as possible, the safety of persons employed in docks, wharves and quays.

The Legal Practitioners (Disciplinary Committee) Ordinance, 1938, sets up a Committee which may enquire into any allegation of professional misconduct on the part of any legal practitioner. The Committee consists of the Attorney-General and the Solicitor-General, both *ex officio,* and three unofficial members of the legal profession nominated by the Sierra Leone Bar Association. In the event of the Committee being satisfied that an allegation of misconduct has been made out as a result of an enquiry, at which the accused legal practitioner shall have the right of presenting his case, the Committee shall present a report to the Supreme Court. The Supreme Court, after hearing the practitioner concerned and after such further enquiry as it may deem necessary, may take such disciplinary action against the offending practitioner as the circumstances seem to warrant.

The Supreme Court (Amendment) Ordinance, 1938, as its principal provision, sets out the qualification required for an appointment to a Judgeship upon the Supreme Court Bench. It provides that a person selected for such appointment shall have been qualified to practise as an advocate in Courts of unlimited civil or criminal jurisdiction in Great Britain and Northern Ireland or in any other part of His Majesty's Dominions for a period of not less than five years.

No factory legislation, as such, exists, but there is provision in the Minerals Ordinance for the inspection of mine workings. The Employers and Employed Ordinance contains provisions for the restriction and prohibition of the employment of children and young persons in certain industrial undertakings, for the betterment of working conditions generally and for the imposition, when and where it is thought necessary, of minimum wages. The question of workmen's compensation and other kindred matters are at present receiving the attention of the Government.

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XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

Banking facilities are afforded by the Bank of British West Africa, Limited, and Barclays Bank (Dominion, Colonial, and Overseas). The former is established at Freetown (local head office) with a branch at Bonthe (Sherbro) and agencies at the more important trading centres. Barclays Bank is established at Freetown, and has no branches or agencies.

Both banks afford their customers savings bank facilities. In addition there is the Government (Post Office) Savings Bank, controlled from Freetown, with twenty-three agencies throughout the Colony and Protectorate. The balance standing to the credit of depositors in the Post Office Savings Bank on 31st December, 1938, was £89,016 16s. 8½d.

There are no agricultural or co-operative banks. The absence of realizable security and direct ownership properly registered precludes the possibility of the introduction of the former.

Currency.

The coins current in Sierra Leone are:—

United Kingdom gold, silver, and bronze coins;
West African silver coins, value 2s., 1s., 6d., 3d.;
West African alloy coins value of the same denominations; and
West African nickel-bronze coins of the value of 1d., ½d.

The United Kingdom coins have been superseded by the West African coins. The West African silver coins authorized by the Sierra Leone and Gambia Coinage Order, 1913, and introduced in that year are being withdrawn from circulation. Other West African coins of mixed metals of the same denominations and of the same weights, and authorised by His Majesty's Order in Council of February, 1920, were introduced in July, 1920, to replace the silver coins.

Gold and silver coins are legal tender up to any amount and copper and nickel-bronze coins up to one shilling.

West African currency notes of the values £5, 20s., 10s., 2s., and 1s., were introduced in 1916 under the Currency Note Ordinance of that year. Currency notes of the value of 20s. and 10s. are now in circulation, the £5, 2s., and 1s. having been withdrawn. A new issue of the West African currency notes of 20s. and 10s. denomination was put into circulation on 1st July, 1928; the old issue notes are being withdrawn.

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Weights and Measures.

There has been no addition to the standards and no new legislation relating to the inspection of weights and measures in the Colony.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The financial year closed on the 31st December, 1938, showing the financial position of the Colony to be as follows:—

	£	£
Excess of Assets over Liabilities on 1st January, 1938		383,885
Revenue, 1938	886,149	
Expenditure, 1938 910,077		
Add Depreciation of Investments ... 17,181		
	927,258	
Excess of Expenditure over Revenue		41,109
Balance of Assets over Liabilities on 31st December, 1938		342,776

The Revenue and Expenditure of the Colony for the past five years were:—

	Revenue.	*Expenditure.*
	£	£
1934	598,839	603,208
1935	678,978	585,574
1936	969,668	879,370*
1937	1,025,709	919,266
1938	886,149	910,077

* Includes £208,277 transferred to Reserve Funds.

The funded debt of the Colony on the 31st December, 1938, was £1,288,259 against which the accumulated sinking funds, for its amortization, amounted to £128,678.

Assets.

The assets of the Colony as disclosed in the Balance Sheet for the year ended 31st December, 1938, amounted to £932,488 made up as follows:—

	£
Reserve and surplus Funds invested...	503,210
Other investments	115,366
Stores*	—
Loans*	—
Advances	85,201
Cash	228,711

* Now charged to expenditure.

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Taxation.

The main heads of taxation from which revenue was derived in 1938 were:—

	£
Customs	402,396
Port, Harbour and Lighthouse dues ...	17,135
Licences and Internal Revenue ...	38,249
Taxes	238,272

Customs Tariff Imports.

Preferential duties were introduced in Sierra Leone in May, 1932, and quotas on imports of textiles from foreign countries were imposed as from the 16th June, 1934. On 23rd November, 1938, the method of assessment of duty on goods paying an ad valorem duty was changed. The basis of valuation which was formerly a first cost became a c.i.f. There are no treaty obligations. The tariff is mainly specific. All edible provisions and articles ordinarily used for human consumption, not specifically mentioned in the tariff, however, pay an ad valorem duty of 8 per cent. (Preferential) and 20 per cent. (General). On all goods, wares and merchandise not included in any item in the tariff an ad valorem duty is levied of 16 per cent. (Preferential) and 32 per cent. (General).

Some of the more important duties levied on imported goods are: cotton piece-goods—bleached, 1d. per sq. yd. (Preferential) and 2d. per sq. yd. (General); coloured and dyed, 1½d. per sq. yd. (Preferential) and 3d. per sq. yd. (General); grey ¾d. per sq. yd. (Preferential) and 1½d. per sq. yd. (General) and printed, 1¼d. per sq. yd. (Preferential) and 2½d. per sq. yd. (General). Cotton yarn, 3d. per lb. (Preferential) and 6d. per lb. (General); fish, canned or otherwise preserved, 6s. 3d. per 100 lb. (Preferential) and 12s. 6d. per 100 lb. (General); flour, free (Preferential) and 1s. per 100 lb. (General); lard 8s. 4d. per 100 lb. (Preferential) and 16s. 8d. per 100 lb. (General); matches, 1s. 6d. per gross of boxes (Preferential) and 3s. 6d. per gross of boxes (General); meat, canned or bottled, 10s. 5d. per 100 lb. (Preferential) and £1 0s. 10d. per 100 lb. (General); milk, condensed or otherwise preserved, free (Preferential) and 4s. per 36 lb. (General); kerosene, 7d. per imperial gallon (Preferential) and 9d. per imperial gallon (General); motor spirit, 8d. per imperial gallon (Preferential) and 11d. per imperial gallon (General); edible oil other than Soya bean 2d. per imperial gallon (Preferential) and 8d. per imperial gallon (General); onions, free (Preferential) and ¼d. (General); potatoes, ¼d. lb. (Preferential) and ½d. per lb. (General); table salt, 1s. 8d. per 100 lb. (Preferential) and 3s. 4d. per 100 lb. (General); coarse salt, 1s. per cwt. (Preferential) and 2s. 9d. per cwt. (General); artificial silk piece-goods, 2d per sq. yd. (Preferential) and 6d. per sq. yd. (General); silk

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piece-goods, 1s. 6d. per lb. (Preferential) and 4s. 6d. per lb. (General); toilet soap, 12s. 6d. per 100 lb. (Preferential) and £1 5s. per 100 lb. (General); soap, other kinds, 7s. 6d. per cwt. (Preferential) and 15s. per cwt. (General).

On spirits (50 per cent. volume of alcohol) duty is levied at the rate of £1 13s. 6d. per imperial gallon (Preferential) and £1 16s. per imperial gallon (General), and on wines (still), 3s. per imperial gallon (Preferential) and 6s. per imperial gallon (General). Beer and ale, stout and porter pay at 1s. 6d. per imperial gallon (Preferential) and 3s. per imperial gallon (General).

Unmanufactured tobacco is subject to a duty of 1s. 4d. per lb. (Preferential) and 1s. 8d. per lb. (General); manufactured tobacco pays from 6s. 6d. per lb. (Preferential) to 8s. 8d. per lb. (General) and cigarettes from 1s. 6d. per 100 (Preferential) to 2s. 6d. per 100 (General). The duty leviable on lumber is 15s. per 1,000 superficial feet (Preferential) and £1 10s. per 1,000 superficial feet (General).

Export Duties.

The following exports are subject to duty:—palm kernels, £1 a ton; kola nuts, ½d. a lb.

Royalties.

The following royalties are levied on minerals exported from the Colony: on chromite, 10d. per ton; on ilmenite, 1s. per ton; on platinum, 5 per cent. on the value; on crude gold, 9 per cent. on the ascertained value of the combined gold and silver content of the crude metal as shown by the refiner's certificate.

Drawbacks.

The usual provision is made for payment of drawback, 95 per cent. of duties paid on imported goods being allowed.

Wines, spirits, petroleum products, tobacco, arms and ammunition, gunpowder, West African products (excluding Liberian coffee) and manufactures, potatoes and onions are excluded from this benefit.

Excise and Stamp Duties.

Under a Stamp Duty Ordinance, stamp duties are levied on cheques, bills of exchange, deeds, legal documents, probates, etc. The aggregate collections in 1938 amounted to £644.

There are no Excise duties, but revenue is derived from Licences, as follows:—

Auctioneers, hawkers, spirits, store, wine and beer, petroleum, motor vehicles, dog and game licences, etc.

Pawnbroker, bicycle, showkeepers and hotel licences, etc., are levied by the Freetown City Council.

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House Tax.

A house tax of five shillings per house is levied throughout the Protectorate and yields approximately £80,000 annually. The District Commissioners control the collections in the various chiefdoms, but the native chiefs are responsible and receive a remuneration of 5 per cent. on such collections. The assessment is made biennially or triennially by Assistant District Commissioners as occasion arises, aided by the Paramount Chiefs. House Tax in Freetown and Sherbro Judicial District is assessed on the value of the property and varies in different years. House tax in the remainder of Colony villages is at a fixed rate of five shillings per house.

Poll Tax.

Under the Non-native Poll Tax Ordinance every non-native is required to pay an annual tax of £4.

XVII.—MISCELLANEOUS.

Surveys.

Topographical Surveys.—No funds or staff were available for topographical surveys during the year. The position as regards the Topographical Survey of the Protectorate that was completed in 1931 and which comprises 109 field sheets on the 1/62,500 scale, remains the same as before. Only 45 of the sheets have been published. The remaining 64 sheets are reproduced and issued in sunprint form. The demand for the unpublished sheets again exceeded that for the previous year. Four hundred and seven hand-tinted sunprints were issued against 168 for 1937. The survey now requires revision. Until this has been done no more sheets will be published. It is expected that staff will be available to commence the revision early next year.

Cadastral Surveys.—The number of applications for mining surveys was considerably less than for any other year since 1935. One hundred and fifty-six applications comprising 142 for Mining Rights, two for Special Exclusive Prospecting Licences and one for a Mining Lease, were received, examined and reports on them submitted to the Mines Office. Only three field parties were employed on these surveys against seven for 1937. Sixty-one surveys were completed. The number of outstanding surveys at the end of the year was 101.

The extension of the Freetown Town Survey, to include the rapidly expanding building areas to the South-west of the City, which was commenced in 1937 was completed during the year.

In all, five new sheets on the 1/1250 scale were surveyed, drawn up with contours, and issued in sunprint form.

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The main framework of the Colony was further broken down along the new Peninsula Circular Road to provide points for the Colony Cadastral Survey which is now being carried out by the staff released from the Minefield.

In connection with this, twenty-one miles of theodolite traverses were run and nine new trig points established during the year.

A large number of miscellaneous surveys were carried out for the military authorities and for the Colonial Government.

Lands Branch.—Rents for tenancies of Crown Lands amounting to £506 19s. 3d. were collected. Twenty-five New Tenancy Agreements and 11 Fish Trap Licences were granted and 38 Tenancy Agreements terminated.

The work of inspecting and maintaining Crown Lands was carried on as usual. In connection with road widening and construction nearly 150 claims were settled during the year. Action was taken under the unoccupied Lands Ordinance at Kissy Village, several unclaimed plots being acquired by the Crown. In addition much work was done for the War Department, rents being collected and various acquisitions of land dealt with.

General.—The value of maps supplied to other Government Departments during the year amounted to £270 11s. 6d. against £112 6s. 6d. for 1937. Sale of maps to the public realised £82 14s. 4d. Revenue from Mining Surveys amounted to £1,524 10s. 5d.

Geological Survey.—Further progress was made in the Geological Survey of the Protectorate on the scale 1/62,500, and a more detailed survey was continued in the vicinity of some of the mining areas. The mineral Columbite—Tantatite was identified in concentrates obtained from the Tonkolili and Pampana Rivers, and some of these have been submitted to the Imperial Institute for partial analysis. Numerous rock and mineral specimens were identified and reported upon for the mining community. A geological map of Sierra Leone on the scale 1/500,000 and several mineral exhibits were prepared for the British Empire Exhibition at Glasgow, and the Officer in charge of the geological survey served one month of his leave as assistant commissioner at the Sierra Leone exhibit in the West African Pavilion of the Exhibition.

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APPENDIX.

List of certain Publications obtainable from the Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1, and from the Government Printer, George Street, Freetown.

	Revised Rates for Gazettes and Legislation. £ s. d.
Royal Gazette, inclusive of all Supplements; Annual Subscription, inland	1 5 0
Royal Gazette, inclusive of all Supplements; Annual Subscription, Overseas	1 10 0

	For current or previous year. s. d.	*For any prior year.* s. d.
Royal Gazette, single copies, inclusive of "*Special Supplements*" only	6	1 0
Trade Supplement (postage 1d. extra)	3	6
Legislative Supplements, or separate copies of Ordinances, Rules, &c., not exceeding—		
8 pages	4	8
9–16 ,, ...	6	1 0
17–32 ,, ...	9	1 6
33–48 ,, ...	1 3	2 6
49–64 ,, ...	1 6	3 0
65–96 ,, ...	2 0	4 0
Exceeding 96 pages	2 6	5 0
	Including postage.	

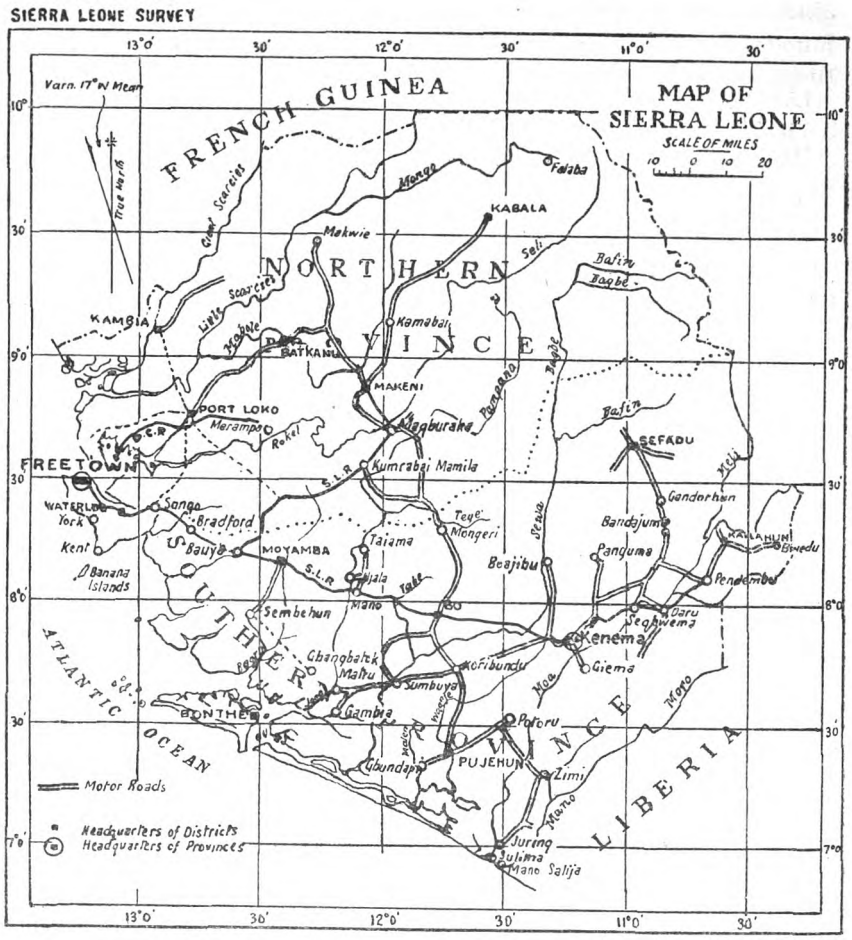
The foregoing rates will apply to all Supplements or Legislation already in stock, regardless of any price printed thereon.

	Price. s. d.	*Postage.* s. d.
Blue Book, 1925, 1926, 1927, 1928 each	12 6	1 4
Blue Book, 1929, 1930, 1933, 1934, 1935, 1936 each	12 6	1 2
Blue Book, 1937	12 6	1 7
Legislative Council Debates—No. 1 of any year ...	1 6	2½
Legislative Council Debates—Subsequent numbers, each	6	2
Sierra Leone Studies (abridged edition of Nos. 1, 2, 3)	1 0	2
Sierra Leone Studies, Nos. 7–18 and 20, each ...	1 0	2
Sierra Leone Studies, No. 21	1 0	3½
Handbook of the Temne Language	5 0	3½
Handbook of the Sherbro Language	10 6	3
Handbook on the Tse-tse Fly (Austen)	5 0	6
Beri-beri and the Freetown Prison	10 6	6

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	Price. £ s. d.	*Postage.* s. d.
The Birds of Tropical West Africa, Vol. 1 by D. A. Bannerman	1 2 6	1 0
Report on Potential Rice Lands, by R. R. Glanville	2 6	1½
Tide Table, 1939	4	1
Sierra Leone Country Cloths, by Dr. M. C. F. Easmon	1 0	2
Introduction to Geography of Sierra Leone ...	1 4	2
History of Royal West African Frontier Force, by Lieut. R. P. M. Davis	7 6	2½
A Limba-English and English-Limba Dictionary, by Mary Lane Clarke	5 0	4
Report on the application of the principles of Native Administration to the Protectorate of Sierra Leone, by J. S. Fenton, O.B.E. ...	1 6	1
Customs Trade Report, 1936	5 0	5
Customs Trade Report, 1937	5 0	7

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NOTE.—The Headquarters of the Northern Province are at Freetown

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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

Colonial Administrative Service List	[Colonial No. 147] 2s. 6d. (2s. 8d.)
Colonial Agricultural Service List	[Colonial No. 157] 1s. 3d. (1s. 5d.)
Colonial Audit Service List	[Colonial No. 162] 4d. (5d.)
Colonial Forest Service List	[Colonial No. 163] 6d. (7d.)
Colonial Legal Service List	[Colonial No. 172] 9d. (10d.)
Colonial Medical Service List	[Colonial No. 159] 1s. 3d. (1s. 5d.)
Colonial Police Service List	[Colonial No. 168] 1s. (1s. 2d.)
Colonial Veterinary Service List	[Colonial No. 160] 6d. (7d.)

All prices are net. Those in brackets include postage

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LONDON, W.C.2 : York House, Kingsway
EDINBURGH 2 : 120, George Street MANCHESTER 1 : 26, York Street
CARDIFF : 1, St. Andrew's Crescent BELFAST : 80, Chichester Street
or through any bookseller

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COLONIAL ANNUAL REPORTS

H.M. Stationery Office publishes the Annual Reports on the Social and Economic Progress of the Peoples of the Colonies and Protectorates, most of which contain a map of the Dependency concerned. More than 40 Reports appear each year and they are supplied at the Subscription price of 50s. per annum. (This rate does not include Mandated Territories.) Individual Reports may also be purchased and standing orders placed for their annual supply

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FEDERATED MALAY STATES
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LEEWARD ISLANDS
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ST. LUCIA
ST. VINCENT
SEYCHELLES
SIERRA LEONE
SOMALILAND
STRAITS SETTLEMENTS
TONGAN ISLANDS PROTECTORATE
TRENGGANU
TRINIDAD & TOBAGO
TURKS & CAICOS ISLANDS
UGANDA
ZANZIBAR PROTECTORATE

BASUTOLAND
BECHUANALAND PROTECTORATE
SWAZILAND

MANDATED TERRITORIES

Annual Reports are published on the undermentioned territories administered by H.M. Government under mandate from the League of Nations

PALESTINE AND TRANS-JORDAN
TANGANYIKA TERRITORY
CAMEROONS under British Mandate
TOGOLAND under British Mandate

Further particulars as to the latest reports and prices are obtainable from the Sale Offices of

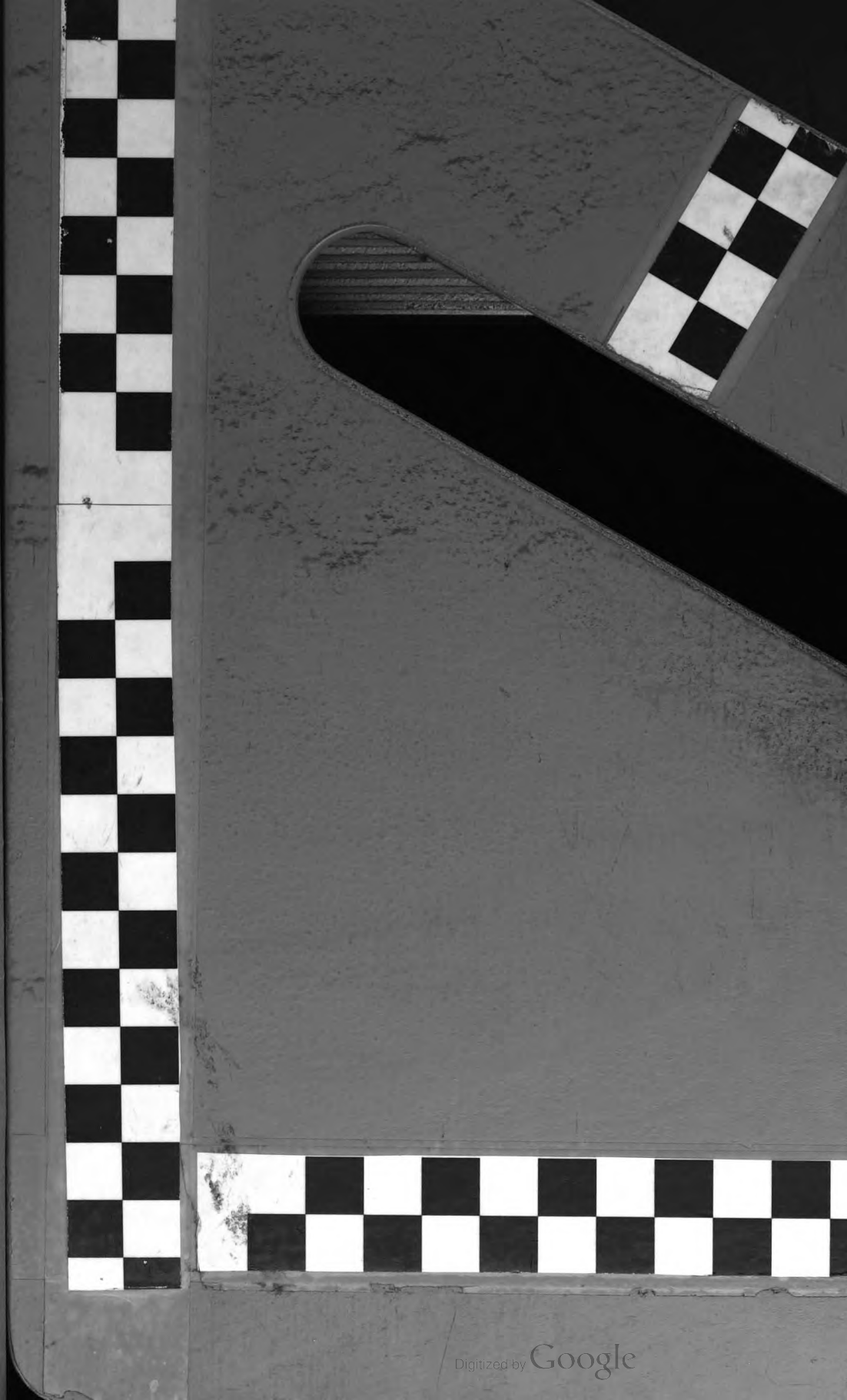
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CROWN AGENTS FOR THE COLONIES

Publications issued by the Governments of British Colonies, Protectorates, and Mandated Territories can be obtained from the CROWN AGENTS FOR THE COLONIES, 4, Millbank, Westminster, S.W.1. They include Departmental Reports, Laws, Handbooks, etc.

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TRINIDAD AND TOBAGO

1938

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No. 1915

Annual Report of the Social and Economic Progress of the People of

TRINIDAD AND TOBAGO

1938

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TRINIDAD AND TOBAGO.

Annual Report on the Social and Economic Progress of the People of Trinidad and Tobago, for the year 1938.

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TRINIDAD AND TOBAGO.

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE COLONY OF TRINIDAD AND TOBAGO.

CHAPTER I.—GEOGRAPHY, INCLUDING CLIMATE AND HISTORY.

TRINIDAD.

The Island of Trinidad is the most southerly of the West Indian Islands and is geographically and biologically a part of South America, from which it is separated by the Gulf of Paria. The Island lies about 16 miles to the east of Venezuela between 10° 3′ and 10° 50′ North latitude and 60° 55′ and 61° 56′ West longitude. Its average length is 50 miles and average breadth 37 miles, while its total area is 1,862 square miles.

2. The climate of Trinidad is tropical and may be divided into two seasons, a dry season extending from January to May, with an average rainfall of two to three inches per month, and a rainy season extending from June to December with an average rainfall of eight inches per month. The coolest period of the year is from December to April. The average temperature during the day is 84° and during the night 74°. The climate is healthy and by no means harmful to Europeans.

3. Trinidad was discovered by Christopher Columbus who took possession of the Island on behalf of the Crown of Spain on the 31st July, 1498. The Island was visited by Sir Robert Dudley and Sir Walter Raleigh in 1595, and was included in the Earl of Montgomery's grant in 1628. In 1640 it was raided by the Dutch, and in 1677 and 1690 by the French. Towards the end of the 17th and the beginning of the 18th centuries cocoa was widely cultivated, but about 1725 a blight fell upon the plantations. Trinidad made little progress until 1783 when, in consequence of representations made to the Court of Madrid by M. Roume de St. Laurent, a French planter of Grenada, who while on a visit to the island had been struck by its fertility, a Royal cedula or proclamation was issued, by which extraordinary advantages were offered to foreigners of all nations who came to settle in Trinidad. The sole condition imposed, and that not very strictly insisted upon, was that they should profess the Roman Catholic religion. This proclamation induced a large influx of people and the population was also augmented by many French families, who were driven from St. Domingo and elsewhere by the terrible events of the French Revolution. These facts explain the preponderance of the French element in a Colony which never belonged to France. In February, 1797, Great Britain being then at war with Spain, a British expedition sailed from Martinique for Trinidad, which quickly surrendered to His Majesty's forces, the articles of capitulation being signed by Sir Ralph Abercromby, Admiral Harvey and Governor Chacon on the 18th of February, 1797. In 1802 Trinidad was finally ceded to the Crown of Great Britain by the Treaty of Amiens.

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TOBAGO.

4. The Island of Tobago which lies between 11° 8′ and 11° 21′ North latitude and 60° 30′ and 60° 50′ West longitude is distant about 21 miles from the north-east point of Trinidad. It is 26 miles long and 7½ miles wide at its greatest breadth, and has an area of 116 square miles. The climate is similar to that of Trinidad.

5. Tobago was discovered by Columbus in 1498, at which time it was inhabited by Caribs. The British flag was first planted on the Island in 1580 and Sovereignty was claimed by James I in 1608. In 1626 Charles I granted the Island to the Earl of Pembroke. It remained unoccupied until 1632 when 300 Zealanders were sent out by a Company of Dutch merchants who styled it New Walcheren. After a residence of about two and a half years these settlers were all destroyed or expelled by Caribs and Spaniards from Trinidad. In 1641 James, Duke of Courland, obtained a grant of the Island from Charles I and in 1642 two vessels arrived with a number of Courlanders who settled on the north side of the Island. These were followed in 1654 by a second Dutch Colony which established itself on the southern coast. In 1658 the Courlanders were overpowered by the Dutch who remained in possession of the whole Island until 1662, when the Dutch Company resigned their right thereto. In this year Cornelius Lampsis procured letters patent from Louis XIV creating him Baron of Tobago and proprietor of the Island under the Crown of France. In 1664 the Grant of the Island to the Duke of Courland was renewed by Charles II. The Dutch refused to recognize the Duke's title, but in 1667 they were defeated by the French in Scarborough Bay, whereupon Louis XIV restored the Island to the Duke of Courland who in 1681 made over his title to a Company of London merchants. In 1684 by the Treaty of Aix-la-Chapelle, the Island was declared neutral, the subjects of all European powers being at liberty to form settlements but not to install garrisons. By the Treaty of Paris of 1763 Tobago was ceded by France to England in perpetuity. In 1781 it was captured by the French under the Duke of Bouille and in 1783 it was surrendered by Treaty to the French Crown. In April, 1793, it was captured by a British force under Admiral Lefrey and General Cuyler, and was once more restored to the French by the Treaty of Peace in 1802, and again reconquered by Commander Hood and General Greenfield in 1803. In 1814 it was finally ceded in perpetuity to the British Crown.

6. By Order in Council under Act 50 and 51 Vict. Tobago from the 1st January, 1889, became part of the Colony of Trinidad. By a further Order in Council dated 20th October, 1898, Tobago from the 1st January, 1899, became a Ward of the united Colony of Trinidad and Tobago.

CHAPTER II.—GOVERNMENT.

The Colony is administered by a Governor with an Executive Council which at present comprises seven members. The Executive Council consists of the persons holding the offices of Colonial Secretary, Attorney-General and Treasurer and such other persons

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as the Governor in pursuance of instructions from His Majesty through the Secretary of State, may from time to time appoint. The Legislative body is the Legislative Council of Trinidad and Tobago, which was reconstituted by Letters Patent and an Order in Council which came into operation on 21st August, 1924. It consists of the Governor as President, twelve officials and thirteen unofficial members. The officials are the Colonial Secretary, the Attorney-General and the Treasurer, and such other public officers not exceeding nine in number, as the Governor may nominate. The unofficial members of the Council are divided into nominated and elected, six being nominated by the Governor and seven elected. Trinidad is divided into six electoral districts, each returning one member. Tobago forms the seventh electoral district.

CHAPTER III.—POPULATION.

According to the Census taken on the 26th April, 1931, the population of the Colony amounted to 412,783 persons of whom Trinidad contained 387,425 and Tobago 25,358. In 1921, the total population was 365,913 of whom 342,523 were in Trinidad and 23,390 in Tobago. The increase for the ten years was thus 12·8 per cent.

2. The birthplaces of the population according to the 1931 Census were as follows :—

United Kingdom	1,454
Europe	437
North America	614
South America (of whom 4,244 were born in Venezuela)	5,082
China, and locally born of Chinese parentage	5,239
India	23,255
Locally born of Indian extraction	114,946
Locally born of European parentage or of African and mixed descent	216,138
Other West Indian Colonies and elsewhere	45,618
Total	412,783

3. The population on 31st December, 1938, was estimated at 464,889.

MARRIAGES.

4. The total number of marriages recorded during 1938, was 2,771, viz.: 2,505 under the Marriage Ordinance, Cap. 177 and 266 under the Muslim Marriage Ordinance. The rate per 1,000 of the total mean population was 12·04. In 1937 the marriage rate was 11·54. Included in the 2,505 marriages under the General Law of the Colony were 42 marriages *in extremis*.

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Births.

5. The number of births registered during the year was 15,119 (7,662 boys and 7,457 girls). The birth rate was 32·83 per 1,000. In 1937 the birth rate was 31·46, and for the period 1934-1938 the mean rate was 31·97.

Deaths.

6. The total number of deaths registered in 1938 was 7,283, of which 3,841 were males and 3,442 females. The death rate was 15·82 per 1,000. In 1937 the death rate was 17·36, and for the period 1934-1938 the mean rate was 17·10.

Infantile Mortality.

7. The number of children who died before completing their twelfth month was 1,488, *i.e.*, at the rate of 99 per 1,000 births. In 1937 the rate was 120 for every 1,000 births, and for the period 1934-1938 the mean rate was 109 per 1,000.

Causes of Death.

8. The principal causes of death were :—

	1937.	1938.
Enteric Fever	116	117
Influenza	43	31
Malaria	509	500
Dysentery	95	49
Pulmonary Tuberculosis....	409	381
Syphilis	164	156
Cancer	197	197
Apoplexy and Cerebral Haemorrhage	213	237
Convulsions, Infantile	33	34
Cardiac and Valvular Diseases	500	497
Bronchitis and Broncho Pneumonia	664	493
Lobar and Pleuro Pneumonia	257	195
Diarrhoea	469	295
Ankylostomiasis	116	118
Nephritis	449	433
Disease of Puerperal State	100	105
Diseases of Early Infancy	947	933
Old Age	753	783

CHAPTER IV.—HEALTH.

The Islands of Trinidad and Tobago have a healthy and pleasant climate. People of European stock have been settled for many decades and, after several generations, still maintain mental and physical vigour. Persons of European, African and Asiatic stocks of 70 years and over are numerous.

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2 The Government maintains in each district of the Colony a resident medical officer and in the more populated areas private practitioners are also established. The following hospital accommodation is provided—

Colonial Hospital, Port-of-Spain, 403 beds.

Colonial Hospital, San Fernando, 194 beds.

Colonial Hospital, Tobago, 75 beds.

District Hospitals at St. Joseph, Tacarigua, Arima, Couva, Princes Town and Cedros, 204 beds.

Small emergency hospitals are maintained at Sangre Grande, Mayaro and Toco. The Government also provides a mental hospital with accommodation for 700 persons, a House of Refuge in Trinidad with 700 beds for destitute persons of advanced age and persons suffering from incurable diseases, and a House of Refuge in Tobago for 40 inmates.

3. A sanitary organisation covers the Colony and in every district there is a local sanitary authority and a medical officer of health with sanitary staff. Oiling, filling, drainage and other temporary mosquito destruction measures are maintained in villages and other populated sections.

4. Much attention has been given to the reduction of infant mortality. Midwives are trained in the public hospitals, and in the larger hospitals maternity wards have been established. A Child Welfare League takes an active part in improving the standard of infant and child care by supplying midwives and house visitors, and by maintaining infant clinics and ante-natal welfare work.

5. On the 3rd July, 1936, a Standing Committee was appointed, "to co-ordinate and inspire the policy of the Government in regard to Nutrition in its relation to Public Health." The preliminary work of this Committee consisted of a survey of diets and a study of the means available for correcting deficiencies.

6. The principal diseases which prevail are hookworm, diseases of the lung, intestinal diseases, enteric fever, tuberculosis and malaria.

7. *Malaria* occurs principally in the rural areas and to a great extent consists of the more chronic and less acute types. Black-water fever is rare. Severe malaria is mostly located in rural areas, where continuous and extensive seepage occurs, and in low-lying areas flooded by natural drainage, especially those used for rice cultivation.

8. *Tuberculosis* is almost wholly of the pulmonary type. A tuberculosis association maintains dispensaries in Port-of-Spain and San Fernando and gives general instruction in the principles of prevention and cure. Tuberculosis is a notifiable disease and persons showing massive infection are removed to special wards in the hospitals; others are treated free at dispensaries and visited at their homes by the nurses of the association. Plans for a Sanatorium have been approved and a site is being chosen.

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9. *Intestinal disorders* are usually common in the tropics, but in this Colony such diseases have shewn steady reduction in response to increased sanitary control of food supplied and to a campaign against fly breeding. Port-of-Spain, San Fernando and several country towns are supplied with modern fly-proof markets and abattoirs. All food offered for sale is inspected by sanitary officers and, when unwholesome, is seized and destroyed. Samples of food are constantly being taken for chemical examination. Scavenging is carried out in Port-of-Spain and San Fernando, and in most of the villages and thickly populated areas.

10. *Hookworm.* This is principally an infection of country districts and a constant campaign has been maintained against it for the past 22 years. Two units are permanently maintained, working from area to area examining all persons and treating those found infected. The drug principally used is Oil of Chenopodium, but Santonine, Thymol and others are used when advisable. Simultaneously a sanitary campaign is conducted and many simple but effective latrines have been erected by the people concerned.

11. *Enteric Fever* has shown a notable decline during the past ten years. This disease is notifiable and cases are dealt with by isolation, disinfection of premises and inoculation of the surrounding population.

12. *Paralytic Rabies.* During the year there was no outbreak of this disease among human beings.

A specially trained staff is employed in locating the sleeping and digesting places of the bat (Desmodus rufus) which spreads this disease by its bite. 1,957 of these bats were destroyed during the year. All of these were examined bacteriologically and 101 were found to be infected. All haunts are recorded and charted on maps, a procedure which, though entailing considerable labour, makes it possible to cut short an epidemic in its early stages.

13. *Leprosy.* The Leper Settlement is situated on the island of Chacachacare. Male and Female patients are accommodated in separate bays with a communicating road between them. The Nursing Sisters of the religious order of St. Dominic and a resident priest have accommodation at Marine Bay. In the male and female settlements the patients are housed in cottages accommodating six to eight beds. A cottage is reserved in each settlement for patients desiring greater privacy, who can pay a nominal rent. The male settlement at Cocos Bay includes an infirmary ward and a disabled ward. The female settlement at Sunda Bay contains a hospital for both sexes and an infirmary ward for female cases. The daily average number at Chacachacare in 1938 was 386. There were 92 admissions, 54 discharges and 24 deaths during the year.

An outstanding feature during 1938 has been the general improvement in the health, happiness and morale of the inmates of both sexes. A significant testimony to this is the fact that cases of leprosy on the mainland have begun to seek voluntary admission to the settlement.

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Occupational therapy has been encouraged among lepers physically capable of carrying out work. These receive regular payment for clearing of vegetation, cutting firewood, bootmaking, gardening, poultry farming, yard and laundry work and sewing. The island of Chacachacare is barren in most parts and agricultural land is scarce. A vegetable garden was however established in 1937. This is managed by the inmates and has provided a continuous supply of vegetables. An apiary supplies a good quality of honey.

Early in 1938 the old leper settlement at Cocorite on the mainland was taken over as a dairy and vegetable and fruit farm. This estate provides the agricultural land which is lacking at Chacachacare and enables discharged and "burnt-out" cases to have useful and healthy occupation under controlled conditions. New buildings are being erected and the produce of this farm is used to supply the settlement on the island.

It is significant that of the last 117 admissions to Chacachacare 104 were found to be infested with hookworm. The majority of these were heavy infestations.

14. Local water supplies are continually being improved, springs and lakes being cleaned and protected. The Central Water Scheme supplied purified water to large areas. Further extensions to the distribution system were made during the year in the south of the Island.

CHAPTER V.—HOUSING.

1. Housing accommodation may be divided into urban and rural. The urban areas include the City of Port-of-Spain and the towns of San Fernando, Arima, Tunapuna and Princes Town. The rural areas include villages (some of the latter being considered as towns for certain purposes), estates and sparsely inhabited areas in and near the forests.

2. Rural wage earners occupy a mud or tapia hut covered with carrat or grass (timite), small two-roomed or four-roomed houses and ranges of rooms known as barracks built of wood or concrete. The latter are made up of 10 or 12 rooms each and are usually built on estates, though many working people in the towns live in similar buildings. Efforts are being made to end the barracks system with its physical and moral ill effects. New housing conditions for labourers require buildings of the cottage type, consisting of not more than two rooms or sets of rooms each.

3. Sanitary conveniences vary. In villages and towns privy cesspits are the usual form of sanitary convenience. In Port-of-Spain, where modern water and sewerage installations exist, water closets are supplied by the owners in the sewered portions of the City.

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4. The proprietors of estates own all the workmen's dwellings on the estates. Landlords in towns and villages are usually business men, owners of shops or capitalists who invest money in housing. An increasing number of wage earners live in houses of their own, erected on rented lands or, less frequently, on lots of land owned by themselves.

5. The enactment of the Public Health (Streets and Buildings) Regulations, 1935, has permitted a greater measure of control of house construction. This control, which is effected by the various Local Health Authorities, extends also to the width and alignment of streets and limits the density of population in prescribed areas.

6. The building of houses for the working classes is realised to be an important and urgent task. The problem engaged Government's attention during the year, and the Slum Clearing and Housing Ordinance, the Town and Regional Planning Ordinance, and the Land Acquisition Ordinance were passed, designed to provide the means for remedying bad housing conditions. The Colony's financial position justified Government in recommending that a sum of $4,800,000 be provided over a period of five years to meet the costs of the acquisition of land, road construction and the erection of houses under the control of a Housing Commission appointed by Government. It is hoped that private enterprise in building will follow the example thus set, and increase its activities of which there is already ample evidence.

7. No Societies exist for the erection of cheap dwellings for the lowest wage earner. The Building and Loan Association and the Trinidad Co-operative Bank advance money to clerks, mechanics and others of the artisan class for building their own homes. Some oilfield companies have provided cheap homes for their workers.

8. Many of the Sugar Estates and Oil Companies continue to develop the provision of modern and sanitary accommodation for their workers.

CHAPTER VI.—PRODUCTION.

The principal products of the Colony may be divided into two classes, viz.: agricultural and mineral. The former comprises cocoa, sugar, coconuts, coffee and citrus fruit and the latter petroleum and asphalt. Coal, iron, graphite and gypsum occur in small quantities, and traces of gold have been found in the Northern Range, but none of these minerals have proved to be of economic importance.

2. The main agricultural products of the Colony exported during 1938 compared with the previous five years and with the average for that period are given in Table I.

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TABLE I.

Crop.		1933.		1934.		1935.		1936.	
		Quantity.	*Value.* $	*Quantity.*	*Value.* $	*Quantity.*	*Value.* $	*Quantity.*	*Value.* $
Cocoa	*lb.*	51,311,274	2,668,354	26,803,149	1,678,531	44,887,826	2,530,622	28,339,195	2,340,376
Sugar	*tons.*	108,517	5,354,722	93,513	4,397,914	105,669	4,522,421	142,671	6,127,583
Coconuts	*nuts*	7,688,980	102,748	9,850,289	139,814	5,376,280	69,087	4,560,180	69,740
Coffee	*lb.*	339,196	35,596	525,115	50,856	1,187,867	87,792	1,213,102	84,968
Citrus :									
Grapefruit	*No.*	....	....	....	....	7,724	....	....	....
	boxes	3,433	12,413	23,518	89,443	51,119	203,872	42,958	198,513
,, Juice	*gals.*	14,377	7,924	14,280	8,102	4,801	2,409	12,162	9,109
Oranges	*No.*	1,913,179	2,328	3,126,059	19,886	3,753,466	31,558	3,816,749	22,823
	boxes	....	...	....	....	2,850	....	....	....
,, Juice	*gals.*	900	542	100	62	....	....	....	....
Limes :									
(*a*) Raw Lime Juice	*gals.*	17,375	5,774	3,479	1,411	11,807	3,868	66,681	22,842
(*b*) Concentrated Lime Juice	*gals.*	11,709	2,985	9,110	2,568	4,422	1,888	3,521	1,542
(*c*) Distilled Oil	*ll.*	16,388	102,792	25,470	116,414	14,751	69,848	22,016	84,970
(*d*) Handpressed Oil	*lb.*	603	5,568	468	3,849	842	4,559	779	6,864
(*e*) Citrate of Lime	*lb.*	52,800	1,867	96,693	3,076	104,048	4,527	23,716	812
(*f*) Green Limes....	*brls*	2,102	11,428	1,489	9,557	565	3,846	1,391	11,669
(*g*) Pickled Limes	*brls.*	33	192	25	374	....	....	....	....

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TABLE I.—CONTINUED.

CROP.		1937.		1938.		Average for previous 5 years.	
		Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
			$		$		$
Cocoa	*lb.*	26,258,622	3,086,995	42,486,128	2,369,286	35,420,015	2,460,575
Sugar	*tons*	142,747	6,115,294	120,257	4,957,963	118,629	5,303,587
Coconuts	*nuts*	5,020,665	99,331	2,245,302	32,573	6,539,283	96,144
Coffee	*lb.*	1,752,882	134,758	687,792	40,504	1,003,632	78,794
Citrus :							
Grapefruit	*No.*	27,186	....	28,502	....	....	....
	boxes	45,410	187,579	79,299	318,243	33,287	138,364
,, Juice	*gals.*	57,350	36,817	156,868	76,594	20,494	12,872
Oranges	*No.*	2,786,351	17,636	3,212,012	26,904	3,079,161	18,846
	boxes	1,748	....	3,237	....	....	....
,, Juice	*gals.*	....	....	....	....	200	120
Limes :							
(*a*) Raw Lime Juice	*gals.*	25,082	7,725	74,752	22,404	24,924	8,324
(*b*) Concentrated Lime Juice	*gals.*	5,780	2,361	2,640	1,216	6,908	2,269
(*c*) Distilled Oil	*lb.*	46,429	221,161	33,403	118,042	25,012	119,037
(*d*) Handpressed Oil....	*lb.*	1,222	9,712	938	8,103	783	6,106
(*e*) Citrate of Lime	*lb.*	203,728	11,320	200,368	16,503	96,197	4,280
(*f*) Green Limes	*brls.*	924	7,641	1,039	8,482	1,284	8,868
(*g*) Pickled Limes	*brls.*	....	....	....	....	12	113

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AGRICULTURE.

SUGAR.

Sugar is now the most important crop in the Colony although the area under cultivation in sugar is less than that of cocoa. The quantity of sugar produced in 1938 was 133,627 tons or less by about 20,000 tons than that of 1937, due to abnormal weather conditions and to unrest among cane farmers and factory hands. The exports of sugar, molasses and rum in 1938 were valued at £1,074,316 ($5,156,718) or £264,376 ($1,269,004) below that of the previous year.

In 1938, the sugar factories purchased 573,599 tons of canes from over 17,000 cane farmers as against 629,881 tons in 1937. At a basic price of 11/- per ton the cane farmers received £315,479 ($1,514,301) as compared with £346,434 ($1,663,885) in the preceding year. In future, farmers will be paid in accordance with a schedule of prices recently fixed by Government, and based on the recommendations of a Committee appointed to enquire into and determine an equitable price for farmers' canes.

The Cane Farming Control Ordinance, which aims at maintaining, the balance that existed between estate grown canes and farmers canes prior to the International Sugar Agreement, was revised towards the end of the year.

COCOA.

Cocoa cultivation was for many years the most important agricultural industry of the Colony but it has now dropped to the second place.

The exports of cocoa during the year amounted to 42,436,447 lb. valued at £493,601 ($2,369,286) compared with 26,258,622 lb. valued at £643,123 ($3,086,990) in 1937. Although the exports in 1938 were 16,177,825 lb. more than in the previous year, the value dropped by £149,522 ($717,704) owing to disappointingly low market prices, less than half those that obtained prior to the Great War.

The continued depression of the cocoa industry has seriously affected those directly or indirectly interested in this crop and a Cocoa Subsidy Scheme was sanctioned by Government in 1936, the financial basis of which was the provision of free grants of one cent (½d.) per lb. on cocoa production. The financial implications were nearly £520,835 ($2,500,000) spread over a period of four years. The main object of the subsidy was to enable the rehabilitation of cocoa in suitable areas, the substitution of other crops where conditions were unfavourable to cocoa, and to provide employment to the labouring class dependent on cocoa. The total disbursements under this subsidy, including additional grants, amounted in 1938 to £90,365 ($433,751) compared with £76,041 ($364,996) in 1937 and £74,833 ($359,198) in 1936.

Witchbroom incidence has largely increased owing to weather conditions and the disease continues to be a serious menace to the cocoa industry in certain areas of the Colony.

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Further progress has been made in connection with the search for strains of cocoa resistant to witchbroom. The cost of the research is being borne jointly by this Government and by the Colonial Development Fund. Dr. F. J. Pound, Agronomist, who returned in May last from his second expedition to South America, discovered along the Amazon and its tributaries, strains of cocoa free from disease in scattered blocks adjacent to trees that were heavily affected with witchbroom. Planting material collected on the expeditions has been grown in quarantine in Barbados. Budwood of several varieties has since been brought over from that Colony and from this plants have been raised and are being planted out to test their resistance to disease under conditions normal in this Colony.

COCONUTS.

Coconut cultivation ranks third in importance among the agricultural industries of the Colony.

The exports of coconuts and bye-products converted into terms of nuts amounted to 31,549,535 nuts valued at £49,039 ($235,389) as compared with 57,747,999 nuts valued at £136,068 ($653,134) in the previous year. Copra producers received bonuses amounting to £19,965 ($95,831) in accordance with the agreement between Government and the oil factories. The market price of copra ranged between 5s. 5d. ($1.30) to 10s. 5d. ($2.50) per 100 lb.

Coconut Growers' Association.

This Association has entered upon its third year of operations and continues to handle nearly 50 per cent. of the coconut production in Trinidad and Tobago. Apart from the manufacture of edible oil and lard, the Association has included the curing of tonka beans in its operations. At the end of 1938 the membership was 187.

MINOR CROPS.

Lime Oil.

Lime oil values fell to £24,592 ($118,042) from £48,098 ($230,873) in 1937.

Lime Juice.

In 1938 exports of lime juice amounted to 77,392 gallons valued at £4,920 ($23,616), of which 74,752 gallons valued at £4,667 ($22,401) were raw juice, and 2,640 gallons valued at £253 ($1,214) were concentrated.

Green Limes.

The export of green limes amounted to 1,039 barrels valued at £1,767 ($8,481), compared with 923 barrels valued at £1,592 ($7,642) in 1937.

Coffee.

The value of the exports of coffee fell to £8,438 ($40,504) in 1938 from £28,074 ($134,758) in 1937.

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Tonka Beans.

Tonka beans exports were valued at £17,426 ($83,822), compared with £21,593 ($103,651) in 1937.

Grapefruit.

Grapefruit exports showed a large increase in quantity from 45,771 cases in 1937 to 79,660 cases in 1938 valued at £66,301 ($318,243). Market reports continued to bear testimony to the excellent quality of the grapefruit exported from this Colony.

Oranges.

The number of oranges exported was 3,697,562 compared with 3,116,970 during the preceding year.

Bananas.

Regular fortnightly shipments of bananas were continued during the year, the quantity amounted to 80,506 bunches, or about half that of the previous year.

Agricultural Co-operation.

At the end of 1938, the co-operative societies in operation consisted of 59 Agricultural Credit Societies (46 in Trinidad and 13 in Tobago), a Lime Factory, 5 Cocoa Fermentaries and a Producers' Association, in Tobago; and a Citrus Growers' Association and a Coconut Growers' Association in Trinidad.

Livestock.

Animal Husbandry.

Development of the livestock industry, especially among the peasantry, has been further advanced by the appointment of a Livestock Officer and by an increase in the number of itinerant breeding units stationed at various centres in the Colony.

Additions to the Stock Farm during the year for this purpose include 6 pure-bred Holstein bulls, 4 of which were from Canada, 3 British Alpine buck goats and 2 Anglo-Nubian Buck goats. In order to get a hardy type of dairy cattle suitable for the tropics, 2 bulls and 6 heifers of the Sahiwal or Montgomery cattle, and 4 Jumna Pari bucks and 6 does are being obtained from India. The Murrah buffaloes imported from India in 1937 have proved a great success.

Pamphlets have been issued reviewing the livestock industry of the Colony and dealing with the care and management of dairy cattle.

In order to encourage practical interest in animal husbandry among school children, the Manager of the Stock Farm, Tobago, inaugurated a Juvenile Farm Club with the co-operation of officers and teachers of the Department of Education, and a very successful

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exhibition was held at the close of the year. Breeding sires have been transferred from the Stock Farm in Trinidad to the Farm in Tobago to increase the number of bulls, buck goats and jack donkeys available for outlying districts.

The third Annual Livestock Exhibition of the Agricultural Society took place in October, the number of entries exceeding those of the two previous years. In addition, Cane Farmers' Livestock Competitions were held at 9 centres in the Colony.

Provision has been made to increase the processing capacity of the dairy plant at the Government Farm, and for the purchase of milk for processing and bottling for distribution to country schools.

Veterinary.

The position in regard to Paralytic Rabies is satisfactory as only 2 cases have occurred during the year compared with 57 in 1937, and 217 in 1936.

There were two sporadic cases of Anthrax. The disease known as Equine Encephalomyelitis was proclaimed owing to a report that this disease was present on the mainland of Venezuela, and regulations prohibiting the importation or landing of horsekind from that country were put into force.

GENERAL.

During the year under review, the exports of the major agricultural crops declined in value as compared with the previous year. For example the quantity and total value of sugar were less, and, although more cocoa was exported, the value fell below that of 1937 owing to low prices. The exports of copra showed a decrease both in quantity and value. Amongst the minor crops, there was a falling off in coffee, tonka beans, lime oil and bananas. The quantity and value of grapefruit exported, however, were much in excess of the previous year.

FORESTRY.

The Forest Policy may be briefly summarised as follows :—

(1) The permanent reservation of suitably situated areas of forest of a total acreage sufficient to supply all the direct and indirect benefits necessary for the community.

(2) The management of these forests in such a way as to encourage the fullest possible utilisation of their products on the basis of a sustained yield.

(3) Such improvement of the existing growing stock as will enable the Colony to become in the future at least self-supporting in timber.

At the end of 1938 the total area of proclaimed and sanctioned Forest Reserves was 273,484 acres or 22 per cent. of the total land

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area of the Colony. In addition there were 283,043 acres of unreserved Crown Forest, of which 23,657 acres were proposed Forest Reserves not yet sanctioned.

The total amount of timber produced for consumption from Crown Lands and Forest Reserves amounted to 3,387,778 cubic feet, of which 681,402 cubic feet were timber and the remainder corduroy and firewood. The yield from all Forest Reserves is subjected to some form of control to prevent overcutting, while the clearing of forest areas for the exploitation of petroleum is strictly controlled in order to ensure the preservation of their indirect value to the community.

The improvement of the existing growing stock at present takes the form mainly of intensive regeneration. The normal planting programme was continued and 227 acres of new plantations were made, of which 146 acres were teak and the remainder indigenous species. There are now approximately 2,687 acres of plantations. Of this acreage approximately 1,646 acres are teak of ages varying from 1 to 25 years. With few exceptions these plantations present a healthy and flourishing appearance with a satisfactory rate of growth, and a future asset of great value to the Colony is being steadily built up.

FISHERIES.

27. Nearly all the game fish of the Colony are also good food fish. There is a large demand for the latter which is amply met either from daily catches or from supplies of deep-sea fish kept in cold storage.

The principal varieties of fish found in the waters of the Colony are:—Mackerel, Carangue (*Carangidae*), Ancho (*Pomatomidae*), Dolphin (*Clryphaenidae*), Barracouta (*Sphyraena barracuda*) Sail-fish (*Istiophoridae*) Snappers, Red-fish and Pargs (*Lutianidae*), Grunts (*Haemulidae*), Salmon (*Otolithidae*), Grouper (*Serranidae*), Tarpon (*Elopidae*), Shark and Saw-fish.

The methods used for catching are principally (*a*) trolling, (*b*) deep-sea fishing (known locally as "banking") and (*c*) seines, fish-pots and nets.

MANUFACTURES.

28. Apart from the agricultural and mineral industries and products, there are a number of manufacturing concerns and industrial pursuits in the Colony. These include an electric undertaking, Angostura bitters, rum distilleries, edible oil and lard, ice, cigarettes, matches, biscuits, aerated waters, carbonic

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acid gas, oxygen and acetylene, concrete floor tiles and building blocks, furniture, shirts and pyjamas, boots and shoes, tanneries, laundries, soap, limestone products, printeries, photographic finishers, motor repair garages, &c.

With the exception of the agricultural and mineral products and Angostura bitters, the articles manufactured are intended chiefly for local consumption and use. They compare favourably with imported articles and find a ready market in the Colony.

PETROLEUM.

29. In the year 1856 a company operating at La Brea in the vicinity of the Pitch Lake (*see* para. 34), refined local asphalt for lamp and lubricating oils. In 1867 the first well was drilled for oil at Aripero and from that year to 1908 attempts followed with varying success. In 1908 the New Trinidad Lake Asphalt Company drilled one of the first big wells, and in 1911 this Company exported the first steamship cargo of oil from the Island.

30. Practically all the Petroleum produced in Trinidad has been obtained from strata of Tertiary age. The Island is separated into two geological provinces by an east to west fault running from near Matura in the east to Port-of-Spain in the west. This fault divides the Metamorphic area of the Northern Range from the covering of Tertiary sediments to the south. The chief features of the Tertiary structure are: a synclinal basin between the Central and Northern Mountain Ranges; an anticlinal uplift along the south side of the Central range striking in an ENE-WSW direction from Pointe-a-Pierre to the Nariva Swamp, and an undulating basin area between San Fernando, Mayaro Point, Guayaguayare Bay and Icacos Point, with an east-west strike containing several zones of anticlinal and synclinal foldings. These numerous local folds are important in the concentration of petroleum, and it is upon this latter area that the majority of the producing fields are situated. The average specific gravity of the crude oil from the different fields varies from 0·9553 to 0·8015.

31. The production of petroleum is almost entirely in the hands of large companies, and at the end of 1938 there were 16 companies actively engaged in the exploitation of oil. These Companies hold some 427·498 acres of Crown Lands under licences and leases of which approximately 183·977 acres are held under mining lease. In addition appreciable areas of private lands are held. Until 30th January, 1902, oil rights were not reserved by the Government when disposing of Crown land, but after that date all Crown Grants reserved the oil rights to the Crown. There are, consequently three categories of oil lands, viz.: lands disposed of prior to 1902 in which the oil rights are vested in the surface owner, lands sold since that date in which the oil rights are reserved to the Crown, and lands where both the surface and the underlying oil remain the property of the Crown.

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32. The Oil Companies operating in the Colony are set out in Table II.

TABLE II.

Company.	Nature of tenure of Land.	Situation.
1. Antilles Petroleum Co. (Trinidad) Ltd.	Crown and Private Lands	Brighton, Vessigny and Point Ligoure.
2. Apex (Trinidad) Oilfields, Ltd.	Crown Lands and Private Lands	Fyzabad and Siparia.
3. Kern Trinidad Oilfields, Ltd.	Crown Lands	La Brea.
	Private Lands	Guapo and Rousillac.
4. New Dome Oilfields, Ltd.	Private Lands	Fyzabad.
5. Petroleum Options (1935) Ltd.	Private Lands	San Francique and Moruga.
6. Premier (Trinidad) Oilfields, Ltd.	Crown Lands	Palo Seco.
7. Siparia Trinidad Oilfields, Ltd.	Crown Lands	Palo Seco, Coo Ra.
8. Trinidad Leaseholds, Ltd.	Crown Lands	Fyzabad, Barrackpore and Guayaguayare.
	Private Lands	Fyzabad and Barrackpore.
9. Trinidad Central Oilfields, Ltd.	Crown Lands	Tabaquite, Guapo, Lizard Springs and Barrackpore.
10. Trinidad Petroleum Development Co., Ltd.	Crown Lands	Palo Seco and Siparia.
	Private Lands	Palo Seco and Naparima.
11. Trinidad Oil Fields Operating Co., Ltd.	Crown Lands	San Francique.
	Private Lands	Fyzabad, San Francique and Palo Seco.
12. Trinidad Consolidated Oilfields, Ltd.	Crown and Private Lands	Fyzabad.
13. Trinidad Oil Lands, Ltd.	Private Lands	Point Ligoure.
14. Trinidad Northern Areas, Ltd.	Crown and Private Lands	Counties St. George, Caroni, St. Andrew, Victoria and Nariva.
15. United British Oilfields of Trinidad, Ltd.	Crown Lands	Forest Reserves, Cedros Penal and Brighton.
	Private Lands	Point Fortin.
16. Zenith Trinidad Oilfields, Ltd.	Private Lands	Fyzabad.

Companies operating Refineries.	Situation of Refinery.
Kern Trinidad Oilfields, Ltd.	Guapo.
Trinidad Leaseholds, Ltd.	Pointe-a-Pierre.
Trinidad Central Oilfields, Ltd.	Tabaquite.
Trinidad Oil Fields Operating Co., Ltd.	La Brea.
Trinidad Lake Asphalt Operating Co., Ltd.	Brighton.
United British Oilfields of Trinidad, Ltd.	Point Fortin.

33. Statistics shewing the progress of the Oil Industry during the past five years are given in Table III.

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TABLE III.

Years.	Total number of wells drilled.			Total footage drilled.			Total Production (barrels).			Royalty on oil won from Crown Lands.	Exports of Crude Oil and products (barrels).	Value of Exports of Crude Oil and products.	Percentage of Exports of Crude Oil and products total to Domestic Exports.
	Crown	Private.	Total.	Crown.	Private.	Total.	Crown.	Private.	Total.				
										$ c.		$ c.	%
1934	1,339	767	2,106	256,455	95,328	351,783	6,391,544	4,502,819	10,894,363	416,928.00	9,981,774	14,056,128 00	63·2
1935	1,440	805	2,245	328,510	107,789	436,299	7,544,427	4,126,720	11,671,147	505,276.80	10,993,540	13,321,708 80	58·5
1936	1,538	878	2,416	381,358	213,171	594,529	8,182,018	5,055,012	13,237,030	617,884.86	12,405,222	15,910,638 00	59·07
1937	1,676	1,029	2,705	508,197	403,378	911,575	9,743,292	5,759,697	15,502,989	720,857.06	14,124,056	18,896,422 00	59·93
1938	1,867	1,138	3,005	592,042	313,866	905,908	11,640,696	6,096,505	17,737,201	907,695.00	16,417,020	23,656,561 00	70·11

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ASPHALT.

34. The Pitch Lake situated in the Ward of La Brea comprises an area of 109 acres. It is leased to the Trinidad Lake Asphalt Limited for 21 years dating from the 1st February, 1930, on payment of the following Royalties and Export Duties:

For each ton of crude pitch or asphaltum a Royalty of 60 cents and an export duty of $1.20.

For each ton of dried pitch or asphaltum a Royalty of 84 cents and an export duty of $1.66.

35. The following is a comparative statement of the operations of the Asphalt Industry during the last five years:—

Years.	Production.	Used locally.	Exports.	Royalty.	Value of Exports.
	Tons.	Tons.	Tons.	$ c.	$ c.
1934	92,829	1,337	55,992	46,180 80	797,049 60
1935	134,578	1,027	82,349	65,899 20	1,092,984 00
1936	111,965	807	70,543	55,109 64	959,759 00
1937	145,904	698	90,872	70,926 12	1,194,914 00
1938	127,859	1,005	85,089	64,151 39	1,131,078 00

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CHAPTER VII.—COMMERCE.

The value of imports in 1938 decreased by 0.95 per cent., while that of exports increased by 7 per cent.

2. Imports in 1938 were valued at $35,497,121 being $338,393 less than in 1937, while exports were valued at $35,367,764 showing an increase of $1,665,469 compared with 1937. These figures do not include transhipments, which were valued at $7,794,674 in 1938 against $7,698,719 in 1937. Re-exports are included, being valued at $1,626,172 in 1938 compared with $2,171,622 in 1937. Bullion and coin are not included in general trade statistics.

3. Trade is maintained principally with the United Kingdom, Canada and the United States of America, and percentages for recent years are as follows :—

Imports :

	1932	1933	1934	1935	1936	1937	1938
United Kingdom	44	44	40	44	40	36	37
Canada ..	14	12	11	12	12	12	12
United States of America	13	13	14	16	17	24	24
Exports :							
United Kingdom	25	47	42	42	44	48	50
Canada ..	12	12	6	12	11	5	8
United States of America	17	10	16	11	15	10	6

4. Imports from Empire sources for the year 1938 amounted to 56.67 per cent. of the total imports, showing a decrease of 1.19 per cent. compared with the figures for the previous year.

5. Exports to Empire destinations for the year 1938 amounted to 68 per cent. of the total exports, exclusive of ships' stores and bunkers, showing an increase of 11.6 per cent. as compared with the figures for the previous year. Exports to the United Kingdom rose to 50 per cent., and imports increased from 36 per cent. in 1937 to 37 per cent. in 1938.

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6. The following table shows the principal imports and the countries of origin for the years 1937 and 1938:—

Articles and principal countries of origin.		1937		1938	
		Quantities.	Value.	Quantities.	Value.
			$		$
CATTLE (for food):					
Total	*No.*	9,291	232,789	8,556	208,270
Venezuela		8,353	212,659	7,323	181,940
APPAREL:					
Total			722,775		659,050
United Kingdom			124,620		139,731
Japan			152,472		117,984
United States of America			35,133		81,903
BAGS AND SACKS (empty):					
Total	*dozs.*	176,635	259,496	158,075	229,653
United Kingdom		185	229	6,345	6,841
British East Indies		176,440	258,965	151,730	222,812
BOOTS, SHOES AND SLIPPERS:					
Total	*doz. prs.*	73,355	658,118	56,929	540,777
United Kingdom		31,935	450,366	29,831	409,699
Canada		12,654	78,167	5,916	51,379
Czecho-Slovakia		4,314	33,512	9,255	39,858
Japan		290	328	18	16
BUTTER AND BUTTER SUBSTITUTES:					
Total	*lb.*	1,910,160	399,640	1,901,760	413,573
United Kingdom		727,440	120,391	809,424	125,919
Canada		12,768	4,076	8,512	1,891
Australia		135,764	36,619	126,224	36,160
France		163,296	44,504	237,440	62,278
Holland		48,272	6,067	33,712	3,223
CARRIAGES, CARTS AND WAGGONS:					
Total			1,629,625		1,514,236
United Kingdom			625,537		501,903
Canada			658,691		696,827
United States of America			200,489		254,666
CEMENT:					
Total	*tons.*	43,280	604,112	48,066	751,480
United Kingdom		35,520	496,769	40,412	631,018
Canada		3,108	52,287	4,308	73,186
COCOA, RAW:					
Total	*lb.*	9,077,936	991,076	7,639,856	521,346
Venezuela		8,916,208	972,882	7,639,632	521,042

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Articles and principal countries of origin.		1937		1938	
		Quantities.	Value.	Quantities.	Value.
COTTON MANUFACTURES :			$		$
Total	.. ..		1,456,847		1,390,908
United Kingdom	.. ..		1,192,406		1,045,765
Japan	.. ..		88,762		69,587
United States of America	..		102,010		183,486
FISH :					
Total	.. *lb.*	7,397,180	520,545	7,883,456	566,084
United Kingdom	.. ..	446,656	23,993	157,808	11,613
Canada	.. ..	5,424,197	377,025	5,525,296	399,653
Newfoundland	.. ..	1,193,584	71,561	1,967,168	106,345
GRAIN, FLOUR, PULSE AND PREPARATIONS THEREOF :					
Total	.. ..		3,338,322		3,218,169
United Kingdom	.. ..		460,267		289,541
Canada	.. ..		1,381,076		1,179,677
British East Indies	..		723,287		837,746
British Guiana	.. ..		217,494		204,923
HARDWARE :					
Total	.. ..		542,306		616,564
United Kingdom	.. ..		218,200		224,640
United States of America	..		156,454		181,635
MACHINERY :					
Total	.. ..		7,667,877		7,373,099
United Kingdom	.. ..		3,290,052		3,221,730
United States of America	..		3,686,255		3,235,354
MEATS :					
Total	.. *lb.*	6,364,736	666,232	7,151,872	755,493
United Kingdom	.. ..	349,776	79,094	319,760	74,814
Argentine	.. ..	2,773,232	263,645	2,769,536	274,742
United States of America	..	526,512	56,137	835,296	87,857
METAL MANUFACTURES :					
Total	.. ..		2,522,442		2,173,067
United Kingdom	.. ..		1,135,843		1,302,986
United States of America	..		757,366		690,582
MILK, CONDENSED :					
Total	*Cases of* 48 *lb*	176,612	580,489	186,636	746,047
United Kingdom	.. ..	18,613	77,571	11,226	54,850
Canada	.. ..	4,702	24,995	3,917	21,206
Holland	.. ..	143,176	442,622	123,830	464,703
OILS :					
Total	.. *gal.*	15,112,544	943,893	18,843,670	1,071,436
United Kingdom	.. ..	213,143	100,318	254,996	128,274
Dutch West Indies	..	4,335	2,497	4,737	1,390
United States of America	..	129,980	59,999	106,378	52,302
Venezuela	.. ..	14,647,085	652,003	18,258,976	752,005

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Articles and principal countries of origin.		1937		1938	
		Quantities.	Value.	Quantities.	Value.
PAINTERS COLOURS AND MATERIALS :			$		$
Total	..		752,582		690,642
United Kingdom	..		164,731		172,293
Germany	..		339,333		270,192
PAPER MANUFACTURES :					
Total	..		385,352		401,180
United Kingdom	..		100,629		123,098
United States of America	..		54,983		66,291
SILK MANUFACTURES :					
Total	..		649,519		591,015
United Kingdom	..		259,144		249,573
Japan	..		160,077		178,347
United States of America	..		18,905		17,160
SOAP :					
Total	.. *lb.*	4,629,968	305,829	3,805,424	264,028
United Kingdom	..	4,314,267	270,718	3,691,072	234,102
SPIRITS :					
Total	.. *gal.*	49,064	236,932	51,428	273,527
United Kingdom	..	20,898	125,223	27,280	154,469
France	..	4,547	27,767	5,082	33,718
United States of America	..	2,493	25,790	2,780	30,293
TOBACCO :					
Total	.. *lb.*	892,037	283,053	943,977	322,078
United Kingdom	..	21,524	35,589	27,073	42,467
United States of America	..	608,361	205,628	690,903	232,829
TONKA BEANS :					
Total	.. *lb.*	24,569	21,265	76,912	53,478
Venezuela	..	10,911	12,076	4,443	6,599
VEGETABLES :					
Total	..		349,692		350,993
Canada	..		151,558		170,689
British West Indies	..		17,663		19,512
Holland	..		39,046		33,395
Portugal	..		17,292		27,747
WOOD AND TIMBER :					
Total	..		1,093,419		1,071,638
Canada	..		406,819		361,819
United States of America	..		643,443		669,624

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7. The principal exports, including re-exports, for the years 1937 and 1938 showing the main countries of final destination were as follows:

Articles and principal countries of final destination		1937		1938	
		Quantities.	Value.	Quantities.	Value.
			$		$
ASPHALT:					
Total	*ton*	90,872	1,194,914	85,089	1,131,078
United Kingdom		39,966	575,509	30,067	432,942
United States of America		22,490	220,376	18,068	167,035
COCOA, RAW:					
Total	*lb.*	35,847,616	4,141,842	50,616,944	2,897,764
United Kingdom		5,349,456	664,769	4,519,200	287,911
Canada		1,461,936	155,615	6,323,072	347,255
France		2,299,696	262,850	1,730,176	99,435
Germany		2,671,872	298,126	5,504,576	317,238
United States of America		18,173,232	2,068,538	23,495,584	1,318,118
COCONUTS:					
Total	*No.*	5,020,665	99,331	2,245,302	32,573
United Kingdom		694,800	11,502	—	—
Canada		1,829,620	33,778	1,621,090	21,714
United States of America		2,427,180	53,113	385,440	7,552
COFFEE, RAW:					
Total	*lb.*	1,752,912	134,758	687,792	40,504
United Kingdom		448	41	25,872	1,206
Canada		1,272,320	100,768	437,360	26,779
United States of America		333,088	23,898	—	—
COPRA:					
Total	*lb.*	17,277,120	542,802	9,387,840	194,224
United Kingdom		5,248,320	183,890	4,717,440	81,174
Colombia		11,869,760	354,431	4,130,560	102,840
GRAPEFRUIT:					
Total	*No.*	4,062,033	187,579	6,405,142	318,243
United Kingdom		3,627,443	175,347	5,552,329	295,285
Canada		369,927	10,405	709,502	19,318
OILS: LIME—					
HAND-PRESSED:					
Total	*lb.*	1,222	9,712	938	8,103
United States of America		1,222	9,712	938	8,103
DISTILLED:					
Total	*lb.*	46,429	221,161	33,457	118,322
United Kingdom		8,845	42,586	9,416	32,543
United States of America		31,209	147,116	21,765	77,716

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Articles and principal countries of final destination.	1937		1938	
	Quantities.	Value.	Quantities.	Value.
		$		$
OIL : MINERAL, PETROLEUM :				
Total .. *gal*	494,426,223	18,919,873	574,658,166	23,680,370
LIME JUICE : RAW :				
Total .. *gal*	25,082	7,725	76,324	22,718
United Kingdom ..	7,673	3,118	45,854	16,221
Canada	6,418	1,971	8,192	1,749
CONCENTRATED :				
Total .. *gal*	5,780	2,361	2,640	1,216
United Kingdom ..	5,780	2,361	2,640	1,216
SPIRITS : RUM AND BITTERS :	*Proof gals.*		*Proof gals.*	
Total *Proof gal*	168,348	203,709	97,132	186,529
United Kingdom ..	155,473	120,338	84,213	101,240
Canada	3,753	15,576	3,340	10,166
United States of America	1,272	7,027	3,267	20,850
SUGAR :				
Total .. *lb.*	319,753,056	6,115,294	269,378,256	4,957,963
United Kingdom ..	275,878,624	5,260,732	169,703,736	3,101,305
Canada	43,850,576	853,950	99,637,216	1,856,314
MOLASSES :				
Total .. *gal*	4,258,934	220,576	2,523,645	139,441
United Kingdom ..	1,668,450	85,860	1,803,840	102,272
Canada ..	2,233,024	116,090	715,255	36,397

8. Minor products exported included biscuits, alpargatas, hides, temper lime, matches, nutmegs, tonka beans, cattle feeds, fresh limes, bananas, pulse, crude and refined coconut oil, soap, lard compound, cedar and various wood manufactures.

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CHAPTER VIII.—LABOUR.

Trade Union Organisation.

1. Prior to the enactment of the Trade Union Ordinance, 1932, the degree of labour organisation in the Colony of Trinidad and Tobago was negligible. The only combination that interested itself in working men was the Trinidad Working Men's Association. It was registered under the Companies Ordinance but was not a Trade Union in the recognised sense of the term, as it consisted of two branches catering for railwaymen and stevedores. This Organisation did not register as required by the law. It became the Trinidad Labour Party.

2. It was not until 1936 that the first Union of working men became registered. This was the Amalgamated Building and Wood Workers' Trade Union. In September, 1937, however, Trade Union Organisation began to develop more substantially, for in that month the Oilfields Workers' Trade Union, the Federated Workers' Trade Union and the Seamen and Waterfront Workers' Trade Union were registered, and, two months later, these were followed by the All Trinidad Sugar Estates and Factories Workers' Trade Union and the Public Works Workers' Trade Union. Four other Trade Unions were registered in 1938 and also the first two employers' organisations, the Oilfields Employers' Association and the Shipping Association of Trinidad. All Trade Unions save those recently registered were audited by the Registrar of Trade Unions in accordance with the requirements of the law and were found to be in order. At the end of 1938, applications for registration were pending from seven other Trade Unions. There were sixteen Trade Unions registered under the Trade Union Ordinance, 1932, three of which were more in the nature of Trade Protection Societies, two were Employers' Associations, and eleven were trade unions in the recognised sense of the term. Being of such recent growth, too much was not expected of trade unionism, but, having regard to all the circumstances out of which labour organisation in the Colony developed and the initial inexperience of most of the leaders of the unions, considerable progress has been made in administration and responsibility.

Industrial Relations.

2. The industrial situation throughout the Colony during 1938 was comparatively peaceful, due chiefly to the improved relations between employers and employed through their respective organisations. Generally, employers sympathetically accepted trade union organisation in the Colony, and, in some industries, trade unions were recognised as negotiating mediums. It was possible, for instance, to promote collective bargaining in the Oil and Asphalt Industries, and the Waterfront with respect to port labour, Government Railways, Printing and Public Works Departments; and had it not been for unofficial stoppages of work in April, 1938, it is highly probable that a similar situation would have developed in the Sugar Industry.

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Collective bargaining is now developing on a permanent and practical basis, and is extending to other industries as organisation develops. There is no doubt that, in view of all the circumstances, both employers' associations and trade unions should be complimented upon the effective development of industrial relations during the year under review.

Waterfront and Port Labour.

3. The Shipping Association of Trinidad and the Seamen and Waterfront Workers' Trade Union, negotiating under the Chairmanship of the Industrial Adviser, completed the first comprehensive wages and conditions agreement in the Colony on the 2nd of December, 1938. This agreement provided for wages, hours and working conditions of lightermen, launchmen, and stevedores. It also provided an agreed procedure to regulate future industrial relations in the Industry and conciliation machinery for dealing with trade disputes.

Oil Industry.

4. The Oil Industry is effectively organised on both sides by the Oilfields Employers' Association and by the Oilfields Workers' Trade Union. Both organisations made considerable progress during the year and the Trade Union not only built up a substantial membership but also revealed a number of responsible and efficient officials. Early in the year, the Industrial Adviser promoted relationships between these two organisations, and in March collective bargaining about wages and working conditions was instituted.

Agreement was not possible, but the Employers' Association and the Trade Union agreed to refer their differences to an Arbitration Tribunal appointed by the Governor under the Trade Disputes (Arbitration and Inquiry) Ordinance, 1938. This Arbitration Tribunal, the first of its kind in the Colonial Empire, studied comprehensive evidence, but as the Tribunal was unable to agree, the Chairman, exercising the powers conferred on him by the Ordinance, issued an Award which was accepted by all concerned in the same spirit that promoted the decision to refer their differences to Arbitration for settlement. By joint agreement between the parties the terms of that Award are operative for twelve months, after which the Award may be terminated by either of the parties giving three months' notice.

Sugar Industry.

5. Trade union organisation did not develop in the Sugar Industry during 1938 to anything approaching the degree in the Oil and Waterfront Industries. A joint relationship was promoted by the Industrial Adviser in March, 1938, between the Sugar Manufacturers' Association and the Sugar Workers' Trade Union, but, while Arbitration was being considered by the parties, unofficial stoppages occurred in the Industry which disturbed the relationship considerably. Eventually, work was unconditionally resumed and

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although the Employers' Association and the Trade Union drifted apart, by September the Employers' Association was considering another request from the Trade Union for Arbitration.

Government Railways, Public Works and Printing.

6. Joint negotiations were conducted by the Industrial Adviser in these three sections of Government Service. A good relationship was promoted and in the Railway Service many improved conditions were introduced, and by the end of the year, Government was giving close consideration to the salaries and wages of Civil Servants and all Government employees (manual workers).

Unorganised Industries.

7. During the year Government also had under consideration those industries in which adequate wage fixing machinery did not exist, and decided to apply the Trade Board system where it becomes difficult to promote voluntary conciliation machinery.

Statutory minimum wage rates will be fixed and permanent machinery will be established until such time as collective bargaining based upon organisation becomes possible. In those industries where neither collective bargaining nor a Trade Board is practical, there is machinery for fixing minimum wages in the Minimum Wage Ordinance.

Legislation.

8.—*(a)* During 1938 labour Ordinances enacted were—

The Trade Disputes (Arbitration and Inquiry) Ordinance which empowers the Governor to appoint one of three forms of Arbitration, that is,

(i) a single Arbitrator;

(ii) a single Arbitrator sitting with assessors nominated by the parties;

(iii) an Arbitration Tribunal consisting of a Chairman appointed by the Governor sitting with two or more persons nominated by the parties.

The Ordinance also empowers the Governor to appoint a Board of Inquiry in certain circumstances.

Shop (Hours of opening and Employment) Ordinance. This Ordinance empowers the Governor to make orders limiting the opening hours of shops and the hours of employment therein. In effect this provides an eight-hour day for shop assistants and clerks and an early closing day.

Masters and Servants Ordinance.—This Ordinance replaced the Masters and Servants Ordinance, Cap. 152 and introduced several substantial modifications in order to make the law conform to modern conceptions of labour engagement on the basis of a civil contract. An important change was the omission from the 1938 Ordinance of penal provisions relating to breaches of contract under the then existing law.

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Recruiting of Workers Ordinance.—The main reason for this Ordinance was to give legal effect in the Colony to the terms of a Draft Convention adopted by the International Labour Conference in June, 1936, having for its object the regulation of certain special systems of recruiting workers. It requires that professional recruiters shall be licensed by Government and their operations supervised by Government, thus safeguarding the interests of recruited workers.

(*b*) Labour legislation under consideration by Government during 1938 involved measures to restrict the employment of Women in Industrial Establishments at night-time, the Registration of Port Workers, the amendment of the Trade Union Ordinance regarding the recognition of peaceful picketing and the immunity of Trade Unions from actions in tort, the establishment of Trade Boards and the extension of the Labour Bureau system.

Strikes and Disputes.

9. There were seventeen strikes during 1938 affecting three industries and approximately five thousand workers, but all were of an unofficial character of comparatively short duration, and, owing to the exemplary behaviour of the workers employed and the trade union officials concerned, these strikes passed without any untoward incidents. There were seven major trade disputes other than those which developed into stoppages of work regarding wages and working conditions in six different industries. All these disputes were peacefully disposed of by joint negotiations promoted and conducted by the Industrial Adviser, and involved approximately forty-six thousand workers.

CHAPTER IX.—WAGES AND THE COST OF LIVING.

AGRICULTURE.

On Sugar Estates the following wage rates are paid to the various grades of labour quoted :—

					Estimated average daily earnings.
Field Labourers.					
Cutlassing	Task work	....	....	....	40-50c.
Banking	do.	....	....	....	45-60c.
Subsoiling	do.	....	....	....	45-60c.
Planting	do.	....	....	....	35-55c.
Weeding	do.	....	....	....	35-40c.
Forking	do.	....	....	....	45-60c.
Draining	do.	....	....	....	60-90c.
Reaping	do.	....	....	....	50-75c.
Carting canes.					
Cartermen	Piece work	....	....	....	80-90c.
Loaders	do.	....	....	....	45-50c.
Operating derricks and loaders	do.	....	....	....	50-70c.

The method of giving tasks differs on several of the Sugar Estates and the task rate varies according to existing conditions such as the state of the field to be weeded, the nature of the soil and the quality of the work required.

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Task workers generally only work for five hours a day and approximately four days a week at their own inclination.

Daily Workers.	*Daily Wage Rates.*	*Hours worked per day.*	*Hours worked per week.*
Stockmen	50- 70c.	8-10	56-70
Grooms	50- 55c.	8-10	56-70
Overlookers and Assistant Overlookers	75- 95c.	5- 9	30-54
Tractor Drivers	150-200c.	8-10	48-60
Ploughmen	80-110c.	8-10	48-60
Watchmen	50- 60c.	10-12	70-84
Juveniles (light work)	25- 30c.	8	32-40
Yardmen	45- 50c.	8	56
Messengers	45- 55c.	8	56
Cartermen (wet season)	45- 55c.	8	32-40

Factory Workers (Wet season).	*Rates.* c.
Workshop Foreman	140-230
Turners	110-120
Machinist	90-120
Foreman Fitters	130-200
Fitters	110-120
Fitters Helpers	60- 80
Foreman Carpenter	140-200
Carpenters	105-120
Carpenters Helpers	60- 95
Masons	100-135
Welders	170-233
Welders Helpers	50-130
Blacksmiths	110-130
Blacksmiths Helpers	65- 90
Farrier	120-150
Plate Layers	110-150
Plate Layers Labourers	55- 60
Foreman Porters	65-130
Porters	50- 60
Store-keeper	160-260
Store-keeper's Assistants	70-125
Watchmen	55-100
Chauffeurs	100-140
Wheelwrights	Either Job work or 80-100

The hours worked per week vary generally from 48 to 51, the hours per day being 8 to 8½, with the exception of Chauffeurs and Watchmen who work 8 or 12 hours per day. It should be remembered that this work continues during the crop season without any change in hours.

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Factory Workers (Crop season).	*Rates.* c.
Cane Weighers	167-267
Scale Boy	30- 45
Handling Trucks at Cane Carrier	60- 70
Operating Cane Unloaders	65- 80
Operating Cane Carrier Engine	70- 85
Driving Cane Knives	60-100
Mill Engine Driver	80-130
Mill Foreman	110-250
Attending Mill Beds	35- 45
Attending Liming Tank and Strainers	50- 60
Measuring Juice	45-60
Attending Juice Heaters	50- 70
Attending 1st Juice Subsider	50- 70
Attending 2nd Juice Subsider	50- 70
Operating Filter Presses	55- 60
Attending Vacuum Pans and Evaporator Air Pumps	80-100
Attending Syrup Subsider	50- 55
Evaporator Boilers	115-180
Pan Boilers	200-250
Attending Crystallizers	50- 70
Curing Sugar	80-100
Bagging Sugar	Mainly piece work
Stacking Sugar	16-18c. per ton of sugar
Loading Sugar	
Attending Pumps and Small Steam Engine....	55- 90
Boiler Foreman	90-125
Boiler Water Attendants....	70-110
Fireman Cleaning Furnaces	50- 65
Firing Boilers	50- 60
Handling Surplus Megass	45- 50
Attending Boiler Conveyor	50- 70
Attending Switch Board	100-130
Operating Oil Engine	100-120
Steam Locomotive Drivers	110-240
Diesel Locomotive Drivers	105-160
Firemen	60-150
Truck Couplers	55-100
Pointsman	50- 80
Greasing and Oiling Trucks	60- 80
Bench Chemists....	110-167
Laboratory Assistants	65- 90

The hours worked during crop vary from 66 to 78 hours per week, in almost every case the hours per day being 12. The range in weekly hours is caused by some factories grinding more hours per week than others and some types of work calling for cleaning and overhauling during the week-end stoppage period.

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On Cocoa Estates daily workers earn 40 to 50 cents per day of 8 to 8½ hours. The bulk of the work however is performed by task at the following rates :—

Cutlassing	40- 50c.	average time occupied	4-6	hours.
Light pruning	50- 60c.	do.	6-8	do.
Heavy pruning	80-120c.	do.	6-8½	do.
Draining	40-100c.	do.	5-8½	do.

Those engaged in picking and breaking earn 50. to 70 cents in 8 hours. Additional facilities frequently include quarters, kitchen gardens, fuel and estate produce. Coconut and citrus estate rates follow generally those paid on Cocoa Estates.

Public Works Department.

Unskilled Labour, Port-of-Spain	72- 85 cents per day.	
Do. Country	.... 60- 80	do.
Do Women	.... 36- 50	do.
Semi-skilled Labour	 86-130	do.
Skilled Labour	 86-200	do.

An 8-hour day 48-hour week is worked.

Railway.

Platelayers	.... 80c. per day.
Semi-skilled and skilled	.... 86-200c. per day.

An 8-hour day 48-hour week is worked.

Oilfields.

	Cents per hour.	*Working Week.*
Rigmen employed in drilling	15-24c.	56 hours.
Rigmen employed in production	12-26c.	48 do.
Production men	9-17c.	56 do.
Rig builders	12-26c.	45 do.
Skilled artizans	9-26c.	45 do.
Chauffeurs	14-26c.	45 do.
Firemen	9-20c.	45 do.
Masons and moulders	9-22c.	45 do.
Painters	9-17c.	45 do.
Semi-skilled	9-22c.	45 do.
Unskilled	9-14c.	45 do.

Domestic Service.

Housemaids	$4-$10 per month.
Cooks	$5-$12 do.
Nurses	$5-$10 do.
Men Servants	$10-$20 do.
Chauffeurs	$5- $8 per week.

In some cases food and living accommodation are provided.

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The cost of living for the poorer classes is moderate. The staple diet of labourers is rice, flour, potatoes, and local crops (such as tannia, yams, cassava, &c.), sugar, peas and beans, salt fish, pickled pork, beef, coconut and coconut oil compounds with a supplementary diet of milk, eggs, vegetables and fruit. Flour is the staple foodstuff of labourers of African descent and for those of East Indian descent, rice.

The average price of 1 lb. of flour is 3½ cents, and 1 lb. of rice costs from 2½ cents to 4 cents according to its quality.

Labourers use comparatively little bread, and flour is substituted in cooked, boiled and baked forms.

The cost of living for other classes is inclined to be high. House rents rise from $30.00 a month upwards and the houses for these rents are generally unfurnished. The average rental is $50.00 a month. Furnished houses are only procurable in exceptional circumstances, and, in these cases, rents are as agreed between landlord and tenant.

Charges at hotels in Port-of-Spain and San Fernando are approximately as follows :—

(1) For double rooms, from $7.00 to $15.00 a day; for single rooms from $3 to $7.50 (inclusive of meals).

(2) Special terms are made for weekly and monthly boarders. The terms at private boarding houses vary from $40.00 to $80.00 a month. In the country districts there are as a rule no suitable hotels and boarding houses for Europeans.

CHAPTER X.—EDUCATION—WELFARE INSTITUTIONS.

Education is voluntary except in Port-of-Spain and the adjoining village of St. James which were proclaimed a Compulsory Education area during the year 1935. The education system is administered by a Director of Education and a staff of officers appointed by the Governor, with an Advisory Board of 14 members nominated by the Governor. Primary education is free, but fees are charged in the Intermediate and Secondary Schools. Schools recognised by the Department of Education are maintained either by the Government or by religious denominations assisted by grants from public funds. At the end of the period under review there were 287 Primary, 6 Intermediate and 9 Secondary Schools. In the Primary Schools there were 72,374 pupils on roll, in the Intermediate Schools 2,459 and in the Secondary Schools, 2,259. The ages of admission to the Primary Schools are between 5 and 14. No pupil is retained on a school roll after attaining the age of 15. Pupils in the Secondary Schools are between the ages of 9 and 19. The Primary Schools are organised in seven standards and an infant department. The course of instruction is prescribed by the Education Board and only such books as are sanctioned by the Board may be used. The financial assistance given by the Government to the Denominational Schools takes the form of a grant for buildings and furniture, apparatus and equipment

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in kind, and the entire cost of teachers' salaries. One of the conditions of a grant is that the school must be open to all children without distinction of religion, nationality, or language. In the Secondary Schools, pupils are prepared for the Cambridge School Certificates and the Oxford and Cambridge Joint Board's Higher School Certificate. On the results of the Higher School Certificate Examination three Scholarships of the value of $3,840 each are awarded annually. There are also many private schools. Recently legislation has been enacted with regard to the registration of these by the Department of Education. Conditions of registration are that the buildings and furniture shall conform to certain standards and that the members of the staff shall be of good moral character. These schools are not otherwise controlled.

2. There are three Training Colleges for Teachers, offering one- two- or three-year courses of instruction. The number of students in training in 1938 was 131. Opportunities for commercial and technical education are afforded by a Board of Industrial Training which arranges evening classes in theory and practice. There are several private commercial schools. A small institution for the instruction of the blind is also managed by the Board of Industrial Training. There are two Orphanages, one maintained by the Dominican Sisters and the other by the Diocesan Board of the Anglican Church; an Industrial School for boys controlled by the Church of England and one for girls under the Corpus Christi Sisters.

3. A free daily issue to under-nourished children in primary schools in Port-of-Spain of one third of a pint of milk was inaugurated in September. The number of children at present in receipt of this benefit is approximately 1,500, *i.e.* 10 per cent. of those on the rolls. The service is to be extended to San Fernando when Compulsory Education is proclaimed there, and, later on, to other parts of the Colony.

Welfare Institutions.

(*a*) *Les Amantes de Jesus*, is a Society of Catholic Ladies who beg alms for the poor and work for all charitable purposes. In addition to subscriptions, donations and occasional legacies, the proceeds of a Bazaar organized every year are added to the funds, and the Society is thus able to give out monthly allowances to the poor, irrespective of class, colour or creed. It was founded in 1854.

The Society also manages the *Emma Herrera Home*, comprising 10 rooms which are occupied by 12 destitute women, free of charge.

(*b*) *Conferences of St. Vincent de Paul* are composed of Roman Catholic men. The organization affords weekly assistance to a large number of necessitous persons. It also provides medical attention and medicines to inmates of Nazareth House and breakfast to school children.

A committee of the St. Vincent de Paul Society manages and controls the *Nazareth House* which provides house and sleeping accommodation, free of charge, for 65 destitute women of any

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denomination. It is supported entirely by voluntary contributions. An annual dinner is given to hundreds of poor persons at Christmas time. In addition, monthly breakfasts are served to the inmates of the Institution.

The organization owns and controls the *Ozanam Shelter* at 21, Duncan Street, Port-of-Spain, where it provides sleeping accommodation for discharged boys from the Orphanage, and for other boys and male adults, and also a special department for discharged prisoners, males on probation and habitual prisoners. Conveniences for cooking and keeping individual requisites, and a storeroom for keeping personal belongings, are provided.

This Society also controls an *Alms House* at San Fernando which is supported by a Government grant and by public subscriptions.

(*c*) *The Salvation Army* was established in Trinidad in 1902, commencing with the Sailors' Home. Since then, a thriving Evangelistic and Social Work has been developed. Salvation Army Officers render valuable service to the Government in connection with First Offenders, and an Officer is engaged on the after-care of discharged prisoners.

The Army controls the Men's Hostel and Night Shelters for men and women. It takes a very active part in other social work.

Brigadier Geo. J. Robinson, the head of the Army in this Colony, is the Probation Officer for Trinidad and Tobago and supervises the work of the Salvation Army Probation Officers in the various districts. He is also the Non-Conformist Chaplain for the Royal Gaol, Young Offenders' Detention Institution, and Carrera and is a member of the Board of Management of Preventive Detention Prisoners.

(*d*) *The Church Army.*—This organization supplies beds, work, food and shelter to any boy or girl leaving the Tacarigua Orphanage or Diego Martin Industrial School, to any boy or girl leaving prison who had been an inmate of either of these Institutions, and also to any really deserving cases. The primary object of the Church Army is to bridge the period between the time of discharge of inmates of the above Institutions and the time when they become self-supporting citizens.

(*e*) *The Institute for the Blind* is operated by the Board of Industrial Training. The grant made by Government to the Institute is $4,168. The grant is supplemented by voluntary contributions.

There are 80 adults, 62 men and 18 women, and, in addition, 8 children, 4 boys and 4 girls, in attendance. The Institute provides training for blind persons who are thus able, through their own efforts, to realise money on the sale of articles of their own manufacture.

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A new building is to be constructed at a cost of $60,000 to house the Institute and Government has contributed a sum of $25,000 towards the cost.

(*f*) *The C. L. Swanston Optimist Home for Blind Lads* was founded on the 1st September, 1936, and opened on the 5th October, 1936. There are 4 inmates, the Home being maintained by means of subscriptions and donations. Free board and lodging are provided, but, during school time, the lads obtain their midday meal at the Institute for the Blind where they are day students.

(*g*) *The Coterie of Social Workers* is managed by a Committee of Ladies who maintain 8 Breakfast Centres where poor children from elementary schools are given a midday meal. Five of these Centres are in Port-of-Spain, 1 in San Fernando and 2 in Tobago. A nominal charge of 2c. each is made in the case of children whose parents are in a position to pay. The number of meals supplied during the period—1st February to 15th December, 1938—was 61,983 and of this number, 16,788 were free.

The Coterie also manages the *St. Mary's Home for Blind Girls* where nine girls are provided with free lodging, food and clothing.

(*h*) *The Trinidad and Tobago Overseas Branch of the Boy Scouts' Association.*—Scouting started in Trinidad in 1912 and is controlled by this Association. His Excellency the Governor is Chief Scout. The Commissioner is appointed by Imperial Headquarters in London and is responsible for the running of the Movement in the Colony. All other Scout Officers are appointed locally. The Branch has its headquarters in Port-of-Spain and owns a Camping Ground at Paxvale, Santa Cruz. A Training Camp for Scouters is held annually and it is open to Scouts from other West Indian Islands. The Census of the Branch in September, 1938, was 75 Groups, of which 47 were open ones and 29 controlled. The personnel of these groups number 2,471, of whom 109 are officers.

(*i*) *The Girl Guides' Association of Trinidad and Tobago* was established in this Colony some 24 years ago. At present there are 62 Companies which number 1,216 units, of whom 122 are adults and 1,094 girls. The usual Camp and Competitions associated with Guiding are organized regularly and the number of girls who are interested in the Movement increases from year to year.

(*j*) *The Coralita Club* was founded in January, 1932, and at present it operates two Breakfast Centres in the Colony. Approximately 48 children are provided with midday meals, 46 of which are free.

LIST OF PLACES WHERE CHEAP LODGINGS AND FOOD ARE OBTAINED BY POOR PERSONS.

(*a*) *The Bethany Hostel*, Port-of-Spain, provides furnished lodgings for 84 working women of good character, at rates from 25 cents to 60 cents per week, according to wages earned. It also endeavours to find employment and assist those out of work.

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(*b*) *St. Zita's Home for Domestic Servants* is under the same management as the Bethany Hostel, and provides sleeping accommodation for about 12 domestic servants at $1.00 each, per month.

(*c*) *The Salvation Army Men's Hostel*, 27, Edward Street, Port-of-Spain, offers the following facilities :—

Ground Floor.—Dormitories, 12 cents per night or 60 cents per week. Cubicles, 15 cents per night or 72 cents per week.

Upstairs.—Dormitories, 18 cents per night or 84 cents per week. Cubicles, 24 cents and 30 cents per night or $1.00, $1.12 and $1.36 per week. There is accommodation for 55 men in the Hostel.

Reading Rooms and conveniences on each floor. Meals and Board-Residence at moderate charges.

(*d*) *The Salvation Army Night Shelters for Men and Women, 36, Duncan Street, Port-of-Spain.*—These buildings have been erected for the purpose of housing men and women who are destitute or are in poor circumstances. The Women's shelter accommodates 60, and the Men's shelter 120.

The charges are 2 cents or 4 cents per night. Meals are supplied at cost price and free lodging is given annually to 33½ per cent. of the occupants. Government contributes $720 per annum towards maintenance.

(*e*) *The Working Girls' Hostel, Port-of-Spain* accommodates 53 working girls at from 30 to 60 cents per week. The Hostel is supported by voluntary contributions and managed by a committee of ladies of the Church of England.

(*f*) *Anstey House, Fitt Street, Woodbrook,* is run by the Coterie of Social Workers for respectable working ladies of moderate means, where room and partial board are supplied at $12 per month.

(*g*) *A Home for the Poor* is established at La Brea and provides free lodging for 20 destitute persons.

(*h*) *L'Hospice Spaccapietra,* under the care of the Corpus Christi Carmelite Sisters, shelters 20 old ladies reduced to poverty, providing them with a comfortable home, good clothing and all necessities.

There are also 5 rooms which accommodate 8 women often belonging to old and respected families.

This Institution is supported entirely by contributions.

(*i*) *Corpus Christi Day Nursery Association,* managed by Carmelite Sisters and controlled by an Association of Catholic men and women. A building was adapted for use as a Creche with

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money granted by Government. The children of the working class are cared for during the day time while their mothers are at work. The mothers who can afford to do so, make a small contribution to the Association's fund. The children are provided with food and, in many cases, with clothing.

(*j*) *The Oxford Street Home* was founded in 1833. The Institution provides a comfortable home, free of expense, to 12 indigent Christian females. The Rector of Holy Trinity Parish is Trustee, and is vested with the power of admitting any person when there is a vacant room. There is no restriction in respect of religious beliefs or race.

The Home has a small endowment due to the generosity of the late Dr. Alston and the late Mr. John McCarthy.

(*k*) *The Daily Meal Association*, which is managed and controlled by a committee of ladies, distributes 100 substantial meals daily to poor persons.

(*l*) *The Gordon Home* provides free lodging for 6 indigent persons.

(*m*) *Free Night Shelter*, Port-of-Spain, founded and directed by Mrs. C. I. Power, 4, Moore Avenue, St. Ann's, provides sleeping accommodation free of charge to 35 destitute women.

(*n*) *The Chinese Home* which is managed by a committee of Chinese gentlemen provides lodging, food and necessaries for 12 destitute Chinese. The Home is supported by Voluntary contributions.

(*o*) *The Free Night Shelter*, San Fernando, for poor East Indians and others, was erected by a committee with Government assistance. Government contributes $240 per annum towards maintenance.

CHAPTER XI.—COMMUNICATIONS AND TRANSPORT.

1. The Trinidad Government Railway consists of (1) the Port-of-Spain-Arima-Sangre Grande line running 29 miles along the southern foot of the northern range of hills, to within 8 miles of the east coast; (2) the San Fernando-Siparia line, 44 miles long, leaving the Port-of-Spain-Arima-Sangre Grande line at St. Joseph (6¼ miles from Port-of-Spain) and following roughly the west coast of the Colony; (3) the Caparo Valley line, 28½ miles in length leaving the San Fernando-Siparia line at Jerningham Junction (14½ miles from Port-of-Spain) and running in a generally south-easterly direction to Rio Claro (42 miles from Port-of-Spain); (4) the Guaracara line, 10 miles long, leaving the San Fernando-Siparia line at Marabella Junction (33 miles from Port-of-Spain)

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and running in an easterly direction to Princes Town. The line is double between Port-of-Spain and St. Joseph; elsewhere it is single. The total length of the system is 123 miles, of which about five miles are leased to other interests. The Railway is of standard (4 ft.-8½ inch) gauge.

2. The railway provides transport for passengers over all lines three times a day, and goods trains run generally once a day during the crop season (January to July). During the out-of-crop season (August to December) goods trains are curtailed to one every other day on the Rio Claro line, but run daily on the Siparia line. Suburban trains are run between Port-of-Spain and Tunapuna, giving a service of six trains daily each way.

3. The railway stations are in telegraphic or telephonic communication, there being 118 miles of telegraph and 14 miles of telephone lines. There is also a service telephone along the Cipero Section between San Fernando and Princes Town.

4. The following table indicates the share taken by the Railway in the transportation of passengers and goods.

Year.	*No. of Passengers Carried.*	*No. of Tons of freight carried*
1931 ..	1,901,175	309,444
1932 ..	1,845,655	370,000
1933 ..	1,378,926	434,505
1934 ..	1,188,555	370,251
1935 ..	1,183,769	422,960
1936 ..	1,375,200	543,003
1937 ..	1,737,006	581,000
1938 ..	2,141,123	502,150

ROADS.

5. The roads are divided into main and local roads. The former and 57.81 per cent. of the latter are under the control of the Public Works Department. The remaining local roads are under Local Road Boards. The main roads, with a total mileage of 1,080.98 miles, are made up of 440.89 miles metalled or gravelled and oiled, 253.47 miles metalled, 171.21 miles gravelled, 66.97 miles pitched and 148.44 miles natural soil roads. The local roads in districts were there are no Local Road Boards comprise 764.63 miles, and are made up of 44.29 miles metalled or gravelled and oiled, 108.92 miles metalled, 278.44 miles gravelled, 44.26 miles pitched and 288.72 miles natural soil roads. In addition, there are many miles of Crown Traces in the charge of the Wardens.

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6. There are several garages in Port-of-Spain where motor cars can be engaged to convey passengers to any part of the Colony. At most of the railway stations motor cars can be hired to carry passengers to outlying parts. Motor omnibuses also ply on the main roads and in some of the suburbs of Port-of-Spain.

TRAMWAYS.

7. In Port-of-Spain and its suburbs the Trinidad Electricity Board, Limited, operates an Electric Tramway System, 15 miles in length.

POSTAL.

8. The General Post Office is at Port-of-Spain and there are branch offices at San Fernando and at Scarborough (Tobago) and 120 other offices throughout the Colony.

9. Air mail and passenger services are maintained by Pan American Airways Inc., with the United States of America *via* Martinique, Guadeloupe, St. Thomas, Porto Rico, Haiti and Cuba; with the Argentine Republic *via* British Guiana, Dutch Guiana, French Guiana, Brazil and Uruguay; and with Venezuela, touching at Caripito, Maturin, La Guaira, Cumarebo, Guanta and Maracaibo and onwards to Canal Zone, Colombia, Panama, Ecuador, Peru, Chile, Bolivia, Costa Rica, Nicaragua, Republic Honduras, San Salvador, Guatemala, Mexico, also Jamaica, Bahamas and Bermuda.

Air mail matter for Great Britain and Europe may be despatched *via* Brazil and the "Air France" or "Lufthansa" Companies.

TELEGRAPHY.

10. Communication by cable with all parts of the world is maintained by the Cable and Wireless (West Indies) Ltd.

The cables from Trinidad touch at Grenada and Barbados which are also in communication with one another by cable *via* St. Vincent and St. Lucia.

The cables from Barbados *via* St. Vincent and St. Lucia also touch at Dominica and St. Croix, thence to St. Thomas, Porto Rico, Jamaica, and Cuba where they link up with the Western Union Telegraph Company's system.

From Barbados there is a cable direct to Georgetown, British Guiana.

There is also a cable system from Barbados, touching at Turks Island, Jamaica and Bermuda, to Halifax, whence cables cross the North Atlantic to the United Kingdom and Europe.

At Barbados, the Western Union Telegraph Company's cable from Miami links up with the Western Telegraph Company's system to South America, this latter company being under the control of Cable and Wireless Limited.

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SHIPPING.

12. Trinidad is served by the following steamship lines:—

Line.	From	To	Nature of Service.	Frequency of calls.
Aluminum Line	New Orleans via French and British West Indies	British Guiana, Paramaribo and return via Jamaica	Passenger and cargo	Fortnightly
American Caribbean Line	New York via Northern W. I. Islands	British Guiana, Paramaribo and return	do.	Monthly
American-South African Line				
(1)	East and South African ports	New York	do.	do.
(2)	New Orleans	East and South African ports and return	Cargo	do.
Bermuda and West Indies Line	New York via the Northern West Indies	British Guiana and return	Passenger and cargo	do.
Canadian National Steamships	Halifax and St. John's or Montreal, Bermuda and French and British West Indian Islands	British Guiana and return	do.	Fortnightly
Canadian Transport Company	Vancouver via the Canal Zone	Return via the West Indies	Cargo	Monthly.
Compagnie Generale Transatlantique	Havre, Plymouth and Bordeaux via the French West Indies and Barbados	Cen. American Ports to Canal Zone and return	Passenger and cargo	Fortnightly
	French W/Indies, St. Lucia and Barbados	British Guiana, Cayenne and return	do.	Monthly.
Compania Anonima Venezolana de Navegacion	Ciudad Bolivar and other Orinoco Ports	Return to Ciudad Bolivar	do.	Every 10 days.

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Line.	From	To	Nature of Service.	Frequency of calls.
Hamburg Amerikanische Paketfahrt-Acktiengesells-chaft	Hamburg, Antwerp, Dover, Cherbourg via Barbados	Central American Ports, Canal Zone and return	do.	Monthly.
Harrison Lines (1)	London, Liverpool, or Glasgow via Barbados and/or other B.W. Indies.	Central South American Ports and return	Cargo	Frequently
(2)	London, Barbados, St. Vincent, Grenada	British Guiana and return	Passenger and cargo	Monthly.
(3)	Liverpool and Glasgow	Central South American Ports, Canal Zone and return to Havre, Southampton and Liverpool	do.	Fortnightly
Horn Line	Hamburg, Antwerp and Dover	Central South American Ports, Colombia and return	do.	do.
Lamport & Holt	Argentine and Brazil	New York	Cargo only	Monthly if inducement offers.
McCormick S.S. Co. (Pacific, Argentine, Brazil Line Inc.)	San Francisco via the Canal Zone	Brazil, Uruguay and Argentine and return	Passenger and cargo	Every third week.
American, Republic Line	River Plate and Brazilian Ports	New York and return	do.	Fortnightly
Nourse Line	Calcutta and Rangoon	Barbados, Jamaica, Cuba	Cargo	Monthly.
Ocean Dominion New York Service	New York via West Indies	Return	Passenger and cargo	do.

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Line.	From	To	Nature of Service.	Frequency of calls.
Ocean Dominion S.S. Corporation	Montreal and Halifax	Demerara and return	Cargo	Fortnightly
Prince Line	River Plate and Brazilian Ports	New York	Passenger and cargo	do.
Robin Line	East and South African ports	New York via a Canadian port	Cargo	Monthly.
Royal Netherlands Steamship Company (1) Colon Line	Amsterdam Boulogne, Dover via Barbados	Central American Ports, Canal Zone and return to Plymouth, Havre and Amsterdam	Passenger and cargo	Fortnightly
(2) Surinam Line	Amsterdam, Dover and Madeira, Dutch and British Guianas	New York via Central American Ports, and Haiti and return	do.	Every third week.
Societe Generale de Transports Maritime	Marseilles and Cayenne	Return via French West Indies	Cargo	Monthly
The Standard Oil Company of Venezuela	Carapito via Guiria	Port-of-Spain, Trinidad	Passenger	Weekly.
The Surinam Combined Navigation Company	Paramaribo and Demerara	Port-of-Spain, Trinidad	Passenger and cargo	Fortnightly
Westtal-Larsen Line	Argentine and Brazil	San Francisco and Vancouver via Canal Zone	Passenger and cargo	Monthly.
Wilhelmsen Line	Brazil	New York	do.	do.

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13. The Government Coastal Steamers maintain three direct trips per week between Port-of-Spain (Trinidad) and Scarborough (Tobago). A weekly call is made at Roxborough (Tobago) and at the following Tobago ports: Pembroke, King's Bay, Speyside, Man-o'-War Bay, Bloody Bay, Parlatuvier, Castara.

CHAPTER XII.—PUBLIC WORKS.

Deep Water Harbour Scheme.

1. In connection with the construction of the quay wall the remaining 713 feet of concrete wall have been completed during the past year. This makes the total length of the wall 3,300 feet.

2. Springs were met with on several occasions but no difficulty was experienced in dealing with them.

3. Dredging was continued throughout the year, and 1,115,400 cubic yards were pumped ashore, making a total of 4,453,831 cubic yards. The total amount dredged at the end of 1938 was 5,746,500 cubic yards.

4. Nine hundred tons of steelwork for Sheds Nos. 2, 3, 4 and part of No. 5 have been erected. Sheds Nos. 1 and 2 have been completed ready for use. Two hundred and seventy-six concrete piles were driven for foundations for Sheds Nos. 3, 4 and 5.

5. *Storm Water Drainage.*—Work was continued on this and 7,075 feet of drains were constructed during the year, necessitating the excavation of 56,705 cubic yards. The amountof concrete deposited was 6,199 cubic yards. Drains Nos. 5, 6, 7, 10 and 11 have been carried through to the sea.

Public Works Department.

6. For purposes of administration the Colony is divided into two divisions (Northern and Southern) which, in turn, are divided into nine districts as follows:—

Headquarters, St. George West and North Caroni St. George East, St. Andrew and St. David, Tobago.	Northern Division.
South Caroni and Victoria West, Victoria East, Nariva-Mayaro, St. Patrick.	Southern Division.

Each of these divisions is controlled by a Divisional Engineer and each district has a District Engineer in direct charge.

Buildings.

7. The construction of the New Treasury and Post Office Building was practically completed. The Treasury, Audit and Postal Departments entered upon the occupancy of their portions of the building on the 23rd September, 10th October and 24th October, 1938, respectively.

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8. At the Colonial Hospital, Port-of-Spain, the construction of the two new Ward blocks of 96 beds each and the Clinic for the treatment of Venereal diseases was completed.

9. Alterations and Additions to Government House, St. Ann's, the erection of the Science Block at the Queen's Royal College, the Volunteer Gymnasium and Headquarters at the St. James Police Depot, the Farrier Sergeant's Quarters, and the Drill Instructors' Quarters at the St. James Police Depot, were commenced during the year.

10. The necessary plant was installed in the cooling room and cowshed of the dairy recently established in the grounds of the former Leper Asylum at Cocorite for the purpose of providing a milk supply for the Leper Settlement at Chacachacare.

11. A reinforced concrete school house for 500 pupils, with a handicraft block, was erected in Rushworth Street, San Fernando.

12. The work of preparing the area selected at Paradise Pasture, San Fernando, for siting the new hospital buildings was undertaken, about half the area being ready for use at the end of the year. The work included the reduction of the elevation of the hill by about 10 feet and the removal of three buildings.

13. A Rest House was provided at San Fernando for the Judges of the Supreme Court. Quarters were also provided for the Assistant Magistrate, Victoria, and for the Non-Commissioned Officers at the Mayaro and Moruga Police Stations.

14. Huts were removed from the Military Camp at Brighton and re-erected for use as temporary Police Stations at Kern and Palo Seco, and as additional accommodation at Fyzabad and San Fernando Police Stations.

ROADS.

15. Apart from maintenance the principal road works carried out during the year were the reconstruction of Wrightson Road, the construction of a footpath on Eastern Road between the $6\frac{3}{4}$ and $7\frac{1}{4}$ mile marks, the construction of a footpath 6,000 feet long through Couva Village, the widening of Western Road between the 5.95 and 7.00 mile marks, the construction of a portion of Maracas Bay Road, the widening of the portion of Saddle Road from the Queen's Park Savannah to Maraval Bridge, including the construction of a footpath, the widening of the portions of Eastern Road between the 25.75 and 26.36, and 28.39 and 29.02 mile marks, the latter including the construction of a footpath, the realignment of the portion of Southern Road between the $13\frac{1}{4}$ and 14 mile marks and the diversion of the portion of the Cumuto Road between the $17\frac{1}{2}$ and $18\frac{1}{2}$ mile marks. Sections of many other roads were strengthened and several bridges were rebuilt in concrete and steel. So far as funds permitted every opportunity was taken to improve curves and visibility in the course of maintenance operations.

DRAINAGE AND SANITATION.

16. A public convenience was erected at Couva, 5,445 feet of drains were paved, about 50 miles of water courses were cleared and deepened, and 1,650 feet of the bed of the Tunapuna River were paved.

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CHAPTER XIII.—JUSTICE AND POLICE.

JUSTICE.

Subject to the terms of any local ordinance, the Common Law, Doctrines of Equity, and Statutes of general application of the Imperial Parliament, which were in force in England on the 1st March, 1848, are deemed to be in force in the Colony.

2. Petty civil courts are established in the following magisterial districts:—St. George West, St. George East, Caroni, Victoria, St. Patrick, Eastern Counties and Tobago. Each court is presided over by a magistrate who is *ex officio* judge of the court. The jurisdiction is limited to claims not exceeding $120. An appeal lies from a petty civil court to the Supreme Court from any judgment or order in any action where the sum claimed is over $48.

3. When dealing with criminal cases triable summarily a Magistrate or Justice of the Peace exercises jurisdiction under the Summary Conviction Ordinance, and, subject to these has also the powers, privileges, rights and jurisdiction conferred on Justices of the Peace by the common law of England. Appeals from the decisions of Magistrates lie to the Supreme Court.

4. The Supreme Court of Trinidad and Tobago was created under the Judicature Ordinance, 1880. It is a Superior Court of Record, and consists of a Chief Justice and three Puisne Judges. The jurisdiction is the same as that of a High Court of Justice in England.

Appeals lie from the Supreme Court to:—

(*a*) The Full Court.

(*b*) The West Indian Court of Appeal.

(*c*) The Privy Council.

5. The Full Court is constituted by two or more of the judges. It has jurisdiction with respect to:—magisterial appeals; petty civil court appeals; appeals from interlocutory orders; appeals in cases where the value of the subject matter does not exceed $960; applications for security for costs of appeal in the West Indian Court of Appeal; applications for a stay of execution pending such appeal; appeals from the Official Receiver in bankruptcy; applications for prohibition; appeals in proceedings analogous to those on the Crown and Revenue sides of the King's Bench Division; cases of Habeas Corpus; appeals from a judge in Chambers; and applications for a new trial in jury cases.

6. The sphere of the West Indian Court of Appeal comprises the Colonies of Trinidad and Tobago, British Guiana, Barbados, Leeward Islands, Grenada, St. Lucia and St. Vincent, and its members are the Chief Justices of those Colonies, except in the three last named colonies of which only the senior substantive Chief Justice is a member. It is constituted of an uneven number of three or more judges; the opinion of the majority determines any question before the Court. A judge of the Court cannot sit as a judge on the hearing of an appeal from any judgment or order made by himself. The Court has jurisdiction to determine appeals from the Supreme Court, except cases in which the jurisdiction

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of the local Full Court has been expressly reserved. In the hearing of an appeal from any Colony the law to be applied is the law in operation in that Colony. Appeal lies from the Court to the Privy Council.

7. By Ordinance No. 5 of 1932 the Judges of the Supreme Court are appointed Commissioners to hear applications under the Workmen's Compensation Ordinance for the payment of compensation to workmen for injuries suffered in the course of their employment. The local Ordinance reproduces in the main the substantive portions of the Workmen's Compensation Act (Act No. VIII of 1923) passed by the Indian Legislature. An Appeal from the decision of a Commissioner lies to the Full Court in the instances defined by the Ordinance.

8. By Ordinance No. 31 of 1931, a Court of Criminal Appeal has been established to hear appeals from persons convicted on indictment. The Court is fully constituted if it consists of three Judges.

An Appeal to the Court lies:—

(*a*) on a question of law;

(*b*) with leave of the Court, or on certificate of trial judge, on a question of fact alone, or one of mixed law and fact or other sufficient ground;

(*c*) with leave of the Court, against sentence.

9. The Oil and Water Board hears and adjudicates on:—

(*a*) all complaints as to the pollution of land by oil mining operations, and as to the abstraction of water from watercourses;

(*b*) all applications for licences to commence or carry on oil mining operations causing or likely to cause pollution to land; and

(*c*) all applications for licences to abstract water from any watercourse for the purpose of any industry.

The Board consists of a Judge of the Supreme Court appointed by the Governor, the Director of Works and Transport, the Inspector of Mines, the Director of Agriculture and four other persons appointed by the Governor of whom two shall have a special knowledge of the oil mining industry and two shall have a special knowledge of agriculture. The judge is the chairman. An appeal from the decision of the Board lies to the Full Court.

10. The following statistics show the number of prosecutions, convictions and persons fined in the Colony during the year 1938.

	No. of Prosecutions in the County.	No. of Convictions in the County.	No. of persons fined in the County.
St. George West	17,933	13,571	9,821
St. George East	5,238	4,108	3,227
Eastern Counties	3,456	2,697	1,925
Caroni	5,461	4,295	3,133
Victoria	11,752	8,104	5,954
St. Patrick	6,706	5,127	3,610
Tobago	2,112	1,759	1,350
	52,658	39,461	29,020

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POLICE FORCE.

11. The Police Force is composed of a Commissioner, a Deputy Commissioner, 10 Superintendents, 12 Assistant Superintendents, 12 Warrant Officers and 1,143 Non-Commissioned Officers and men. There are 55 Police Stations in Trinidad and 5 in Tobago.

12. Criminals convicted and sentenced to imprisonment, except for minor offences, are photographed before discharge. The negatives are filed and indexed so that a photograph of any criminal can be broadcast at short notice.

13. Three thousand one hundred and nineteen finger prints were taken during the year 1938, of which number, 2,627 were filed, bringing the total on record to 33,065. Eight hundred and eight persons were identified by means of finger prints during the year.

14. The Detective Superintendent keeps a record of "undesirable immigrants" and their movements are watched by men specially detailed for that purpose.

15. All members of the Force are trained in Road Regulations and Signals, and before being put on Traffic Duty, they receive special instruction.

Applicants for Drivers' Permits are examined by the Trinidad Automobile Association, and have to undergo a further examination at the Police Office as to their knowledge of Traffic Rules and Road Regulations. They must also be physically fit, and must produce certificates of good character. This also applies to applicants for permits to act as Conductors of Public Service Vehicles.

PRISONS.

16. The Prisons of the Colony are :—

(1) The Royal Gaol which is the Main Prison.
(2) The Convict Prison at Carrera Island for long term prisoners.
(3) The Preventive Detention Prison situated at Carrera.
(4) The Juvenile Prison and the Young Offenders Detention Institution.
(5) The Rose Hill Institution and Juvenile Prison for girls.
(6) The Convict Depot at Tobago.
(7) Four District Prisons, located at Police stations where persons convicted for one month and under are detained. These District Prisons are at Cedros, Toco, Mayaro and Blanchisseuse.

17. There was a decrease of 179 in the total number of convicted prisoners admitted during the year 1938. The figures are as follows :—

	Males.	*Females.*	*Total.*
1937	2,669	211	2,880
1938	2,515	186	2,701

The total number of prisoners committed during the year 1938 was 3,737 consisting of 3,469 males and 268 females.

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18. Prisoners are employed on works of public utility and remunerative industrial labour. There are carpenters', blacksmiths', tinsmiths', tailors', and shoemakers' shops. Prisoners are also taught to make furniture, coconut matting and coir fibre mats, rope, twine, bamboo blinds, distemper, charcoal and white lime Laundry and masonry are also carried out.

The value of Labour was :—

Productive	$ 62,239 02
Unproductive	49,542 72
Total	$ 112,371 74

In June, 1937, a system of increased earnings for convicts serving two years and over was commenced : the wages range from 6 to 10 cents weekly. At the Young Offenders Detention Institution the maximum of 16 cents weekly still obtains.

The lads at the Young Offenders' Detention Institution were employed on extensive road construction.

The manufacture of Sisal articles is a thriving industry.

19. *Royal Gaol.*—The principal labour is stone breaking quarrying, coconut fibre picking, mattress-making, making prisoners' clothing, carpentry, and such blacksmiths' and tinsmiths' work as is necessary for the gaol. Gangs are sent to Government House grounds, the Prison quarry, the Leper Detention Station, the Rifle Range and the Powder Magazine.

The Besson Street quarry produced 445 cubic yards of metal.

20. *Carrera Convict Prison.*—The convicts are employed in quarrying stone, cutting and carrying wood and sand, stone cutting, soap making, distemper making, coconut fibre mat and matting making ; slippers, hammocks, stools, bags, twine, rope, &c., are made from sisal hemp. One hundred and ninety-seven cubic yards of metal from 200 cut stones were delivered for the use of the Public Works Department in 1938. The convicts are also employed in various trades in the interest of the Prison.

21. *Preventive Detention Prison at Carrera.*—The Prisoners are employed in the necessary services for the prison and in cabinet-making and tailoring. Work is undertaken for private individuals as well as for Government Departments. The men earn 6 to 14 cents per day and can spend a portion on canteen. The number admitted during the year was three as compared with one in 1937. Within recent times there has been a sharp decline in the numbers.

22. *Scarborough (Tobago) Convict Depot.*—The convicts of this prison are employed on sanitary work in the town, at Government Farm, the Botanic Gardens, Government House and the Rifle Range. Basket making is carried on in the evenings.

23. *Young Offenders' Detention Institution.*—This institution is for young offenders between the ages of 16 and 21 years. The Summary Court has power to impose a sentence of not less than 3 years and not more than 4 years, and the Supreme Court not less than 3 and not more than 5 years detention. Sentences imposed by a Summary Court require the approval of the Governor. The

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treatment is similar to that of the Borstal Institutions. The inmates are taught trades—carpentry, cabinet-making, tailoring, shoemaking, and the cultivation of flower and kitchen gardens. A large number was employed until late in the year in public road building. All inmates attend school and physical drill. The number of young offenders committed during the year was 47.

24. There is a juvenile prison on the same premises intended for offenders up to the age of 21 who have been committed for the first time and do not come under the Detention of Young Offenders' Ordinance. They are located apart from the inmates but their treatment is much the same. The committals to this prison amounted to 170 prisoners and 6 convicts during the year.

25. *The Rose Hill Institution and Juvenile Prison (For Girls).*—The rules and conditions of this institution are the same as for the Young Offenders' Detention Institution. The inmates are employed at domestic and laundry work, sewing and knitting. All inmates attend school. The number admitted during the year was 10 young offenders and 36 short term and remand prisoners.

26. *Female Prison.*—The average number of inmates in the female prison was 19, the maximum being 29 and the minimum 11. The prisoners are chiefly employed in laundry work. They also do fancy work.

27. *Health of Prisoners.*—The health of the prisoners was on the whole good. There were nine deaths in the various prisons during the year, two of which were caused by judicial execution. There were four cases of notifiable infectious diseases: two of Pulmonary tuberculosis, and one of Lobar pneumonia. There was one case of pneumonia at Tobago Prison. The percentage of the daily averages in the hospitals at the Royal Gaol, Carrera Prison and Young Offenders Detention Institution to the average daily population was ·15.

28. *Time allowed for the payment of fines.*—Time is allowed for the payment of fines provided the applicant proves to the satisfaction of the court that he has a fixed place of abode.

29. *Probation System.*—During the year 176 males and 26 females were placed under the care of the Anglican Probation Officers and 55 males and 14 females under the care of the Roman Catholic Probation Officers. The total exceeds the 1937 figure by 98. Eighteen males and two females on probation were brought before the Court for breach of their conditions of probation.

CHAPTER XIV.—LEGISLATION.

Forty-three Ordinances were enacted during the year 1938 of which the following call for comment.

Shop (Hours or Opening and Employment).

This Ordinance limits the opening hours of shops and premises for the sale of intoxicating liquors to eight hours for an ordinary closing day, 4 hours for an early closing day and 10 hours for a late closing day. It also provides for the limitation of the hours of employment in respect of certain trades, and for the supply of seats for female assistants.

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TRADE DISPUTES (ARBITRATION AND INQUIRY).

This Ordinance provides for the establishment of an Arbitration Tribunal and a Board of Inquiry in connection with Trade Disputes, and for the settlement of such disputes, and for the purpose of enquiring into economic and industrial conditions in the Colony.

SLUM CLEARANCE AND HOUSING.

This Ordinance makes provisions regarding the housing of persons of the working classes, the acquisition, reconstruction and management of slum clearance areas and re-development areas, the improvement of unhealthy areas, the repair or demolition of insanitary dwellings, and for purposes connected with those matters.

TOWN AND REGIONAL PLANNING.

This Ordinance makes provision for the orderly and progressive development of land, cities, towns and other areas, whether urban or rural, to preserve and improve amenities, and for other matters connected therewith.

CHAPTER XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

Three Joint-Stock Banks do business in the Colony, viz.: Barclays Bank (Dominion, Colonial and Overseas), the Royal Bank of Canada and the Canadian Bank of Commerce. Messrs. Gordon, Grant & Co., Ltd., are private bankers.

2. *Agricultural Bank of Trinidad and Tobago.*—The authorised capital of $1,200,000 is furnished by Government. On the 31st December, 1938, the amount outstanding in respect of loans on mortgage was $939,748.75 with charges thereunder aggregating $26,488.65, and in respect of Temporary Advances for working expenses $17,476.27. The properties on which loans are made are inspected regularly by officers of the Department of Agriculture and steps are taken to ensure that, where necessary, efforts are made to remedy any cultural and other defects.

Subsequent to 1933, neither loans on mortgage nor Temporary Advances have been transacted due to limited funds and the continuing unsatisfactory condition of the agricultural industry.

Estate owners may receive advances for the maintenance of their cultivations under the provisions of the Cocoa Industry Relief Ordinance.

CHAPTER XVI.—PUBLIC FINANCE AND TAXATION.

REVENUE.

1. The financial position of the Colony at the end of the year 1938 remained satisfactory. The revenue for the year amounted to $13,445,235. The surplus on the year's working

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as shewn in the accounts amounted to $1,215,051. The following comparative table shows the receipts under the several heads of revenue as compared with 1937.

Heads of Revenue.	1937	1938	Increase.	Decrease.
	$	$	$	$
1. Customs	6,820,528	7,061,861	241,333	
2. Licences, Excise, &c.	1,331,290	1,411,978	80,688	
3. Tax on Incomes	1,139,851	1,676,563	536,712	
4. Fees and Payments for Specific Services	299,104	319,305	20,201	
5. Reimbursements	285,285	411,374	126,089	
6. Earnings of Government Departments	224,967	236,841	11,874	
7. Post Office	293,417	288,517	....	4,900
8. Rent of Government Property	14,049	12,988	....	1,061
9. Interest	371,293	309,450	....	61,843
10. Miscellaneous Receipts	13,913	17,040	3,127	
11. Land Sales, Royalties	958,987	1,129,106	170,119	
	11,752,684	12,875,023	1,190,143	67,804
11A. Loans to Public Bodies	....	9,521	9,521	
12. Cocoa Subsidy, Special Taxation	351,916	417,502	65,586	
13. Colonial Development Fund	148,185	143,189	....	4,996
	12,252,785	13,445,235	1,265,250	72,800
			$1,192,450	

EXPENDITURE.

2. The total Expenditure for the year amounted to $12,230,184, and included the following items of extraordinary expenditure:

Loans to Public Bodies	$801,615
Purchase of Land for land settlement	10,880
New buildings	473,348
Extension of Water Supply	130,764
Roads and Bridges	476,303
Cocoa Subsidy	487,564
Colonial Development Fund	34,560
Sundry	155,412
	$2,570,446

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3. The Revenue and Expenditure for the last five years were as under :—

Year	Revenue.	Expenditure.		
		Recurrent.	Extra-ordinary.	Total.
	$	$	$	
1934	8,210,246	7,451,129	739,124	8,190,253
1935	8,692,699	7,585,936	1,096,773	8,682,709
1936	12,560,314	7,880,471	1,290,215	9,170,686
1937	12,252,785	8,426,587	1,939,261	10,365,848
1938	13,445,235	9,659,738	2,570,446	12,230,184

Public Debt.

4. The Public Debt of the Colony at 31st December, 1937, amounted to $20,013,312. Repayments as shown hereunder amounted to $283,008, the Public Debt at 31st December, 1938, being $19,730,304. In addition the Colony is responsible to the Colonial Development Fund for the outstanding balance of a loan $10,071 made to the Co-operative Citrus Growers' Association.

	$
Redemption of Debentures issued under Ordinance 2 of 1915	18,048
Redemption of Debentures issued under Ordinance 15 of 1918	24,096
Redemption of Debentures issued under Ordinance 15 of 1920	240,864
	$283,008

Sinking Funds.

5. The Sinking Funds for the redemption of Loans amounted at 31st December, 1937, to $589,187. During 1938 the Sinking Funds were increased by the annual contributions from General Revenue and by dividends on investments to the extent of $265,224 and $1,296 was realised from the investment of the Sinking Funds to increase the provision in the estimates for the redemption of 6 per cent. debentures issued under Ordinance 15 of 1918. On revaluation of securities in which they were invested it was ascertained that there was a depreciation in the market value to the extent of $25,542, thus bringing the total market value of the Sinking Funds up to $827,573 as under :—

For redemption of 4 per cent. Debentures (Ord. 41/1931)	$122,479
For redemption of 2·9 per cent. Conversion Loan (1934/44)	472,562
For redemption of 6 per cent. Debentures (Ord. 15/1918)	3,676
For redemption of 3 per cent. Stock (1965/70) ...	77,322
For redemption of 3½ per cent. Stock (1958/68) ...	151,534
	$827,573

Assets and Liabilities.

6. The total assets at the end of December, 1938, amounted to $9,366,945 as against liabilities of $557,989.

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The following summary sets out the position clearly.

Liabilities.		Assets.		
	$		$	$
Deposits	521,173	Advances :—		
Drafts and Remittances	3,060	Industries	236,548	
Government Currency Notes	33,756	Public Officers	92,021	
		Other administrations	37,085	
		General	180,647	546,301
		Imprests		7,498
		Investments	5,691,955	
		Cash balance	5,028,745	
		Joint Colonial Fund	129,600	
		Remittances between chests	44	
Total Liabilities	557,989		10,850,344	
		Deduct balances of Specific Funds in hands of Treasurer	2,037,198	8,813,146
General Revenue Balance	8,808,956			
	9,366,945			9,366,945

Investments.

7. The market value of securities at the end of the year amounted to $10,730,476. Below are shown the value of the securities after depreciation, or appreciation as the case may be, and the extent to which they had appreciated or depreciated.

(*a*) Investments in respect of which any gain or loss accrues to or is borne by the Fund concerned.

	Value at 31st December, 1938	*Amount of appreciation*	*Amount of depreciation*
	$	$	$
Petroleum Office and Conservation Board	9,100	—	900
Provident Fund	29,859	—	514
Sinking Funds	827,573	—	25,812
Coastal Steamers' Depreciation Fund	237,249	—	7,211
Dredger Depreciation Fund ...	54,729	—	1,414
Stock Transfer Stamp Duty Funds	52,611	—	—
Note Issue of Banks ...	741,638	—	14,092
Public Trustee	53,424	—	—
Land Assurance Fund ...	33,236	—	—
Launches Depreciation Fund ...	12,630	—	442
Govt. Vehicles Insurance Fund ...	16,287	—	—
Preventive Detention Prisoners ...	113	—	—
Government Savings Bank ...	2,945,065	—	100,339
Railway Depreciation Fund ...	25,007	7	—
(*b*) Investments in respect of which the colony receives the gain or bears the loss	5,038,521	7	150,724
Surplus Funds ...	5,691,955	—	209,561
Total	$10,730,476	7	$360,285
			$360,278

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8. The main sources of taxation are :—

(*a*) *Customs.*—The taxes imposed under this Head consist of Import and Export duties, and Port, Harbour and Wharf dues. Practically all imports are subject to duty but preferential rates are allowed on articles of Empire origin or manufacture. Export duties are only levied on asphalt. Port and Harbour dues are levied on all vessels making use of the harbour and are based on tonnage.

Approximately 35 per cent. of the articles subject to Customs import duty are liable to duty *ad valorem*, the principal rate being 10 per cent. (preferential) and 20 per cent. (general). The following are liable to 15 per cent. (preferential) and 30 per cent. (general), viz. :—Motor lorries and vans, fireworks, jewellery, perfumery, solid and semi-solid plate and plated ware. The following are free under the British Preferential Tariff and liable to 10 per cent. *ad valorem* otherwise, viz. :—Aircraft, explosives other than gunpowder for sporting purposes, common glass bottles, machinery, except marine machinery, fresh fruit, other than apples, manures. Other articles free under the British Preferential Tariff and liable to duty under the General Tariff are:—Railway rolling stock (5 per cent. *ad valorem*), blank cinematograph film (30c. per 100ft.), apples (50c. per barrel), fish, fresh (72c. per 100 lb.), seeds for expressing oil therefrom (24c. per 100 lb.).

Most of the Customs duties are liable to a surtax equal to 15 per centum of the duty.

The following amounts were collected in 1938 :—

Import duties	$4,832,882
Export duties	126,033
Port and Harbour dues	199,026

The amount shown for Import duties includes $175,945 which was raised from increased duties in aid of the Cocoa Industry.

(*b*) *Excise.*—The duties under this Head are classified as under :—

(1) Rum and spirits manufactured for consumption in the Colony at $3.12 per proof gallon ;
(2) Petroleum Spirit manufactured and delivered for consumption in the Colony at 16c. per gallon.
(3) Petroleum Oil manufactured and delivered for consumption in the Colony at 12c. per gallon ;
(4) Beer at the rate of 17c. on every gallon ;
(5) Deodorised Edible Oil manufactured and delivered for consumption in the Colony, 10c. per gallon ;
(6) Lard Substitute manufactured and delivered for consumption in the Colony 42c. per 100 lb.
(7) Matches manufactured and delivered for use in the Colony 6c. per gross boxes.

The yield for 1938 was as under :—

Rum and Spirits	$1,072,684
Petroleum Oil and Spirit	890,634
Beer	10,761
Copra Products	58,814
Matches	5,261

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(*c*) *Liquor Licences.*—A tax is levied on all spirit, wine and beer retailers and also on distillers and compounders. The tax varies according to :—

(1) the situation of the premises on which the trade is carried on ;

(2) the nature of the liquors retailed therein ; and

(3) the quantities retailed at a time.

Yield for 1938 .. .. .. $179,833

(*d*) *Estate Duties.*—A tax is imposed on all property, real and personal, which passes on the death of a person. The duties are divided into two parts :

(1) Estate Duty which is a charge on the corpus of the estate at a scale rate ; and

(2) Succession Duty charged on the value of the property passing to a successor, also at a scale rate varying according to the relationship of the successor to the predecessor :

Yield for 1938 .. .. .. $126,981

(*e*) *Stamp Duties.*—This is a charge on all classes of instruments referred to in the schedule to the Stamp Duties Ordinance, varying according to the nature of the instrument and in some classes to the consideration expressed therein :

Yield for 1938 .. .. .. $111,168

(*f*) *Land and Building Taxes.*—Under this Head all alienated lands are charged with tax at the rate of 1s. per acre and in the case of buildings a fixed rate is charged where the rental value of the building does not exceed $24 per annum ; where the value exceeds that amount the rate is fixed at 7½ per cent. of the rental value :

Yield for 1938 .. .. .. $404,646

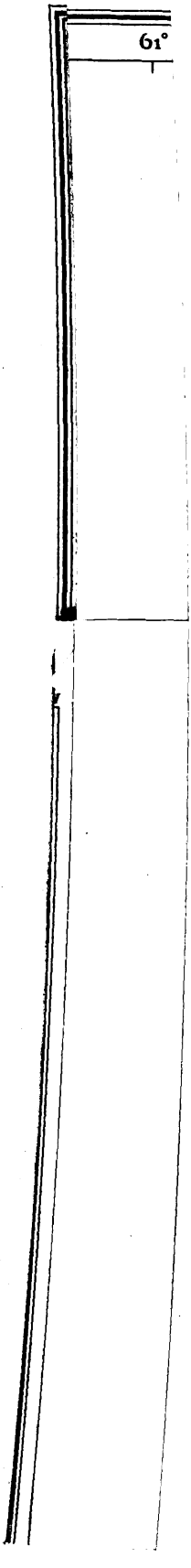
(*g*) *Vehicles.*—A tax is levied on all vehicles varying according to the particular class of vehicle, and in the case of motor propelled vehicles according to the weight. The duties collected in Municipal areas form part of the Municipal Revenue and in other areas the duty credited to General Revenue. From 1935 the tax on all Motor Vehicles is collected by Government and a refund made to the Municipalities.

During 1938, $354,971 was credited to General Revenue, and the sum of $121,509 was paid from General Revenue to the Municipalities in respect of Motor Vehicles kept within their areas.

(*h*) *Income Tax.*—This is a tax imposed on the income of all individuals exceeding $1,200 net, *i.e.*, after deductions for wife, children and life insurance premiums, and is charged on a sliding scale of rates enumerated in the Income Tax Ordinance. In the case of Limited Liability Companies a flat rate of 12½ per cent. is payable on the chargeable income subject to relief in the hands of shareholders when such income is distributed. Life Assurance Companies pay a flat rate 2½ per cent. on the chargeable income

Yield for 1938 .. .. .. $1,676,563

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(*i*) *Royalty on Oil and Asphalt.*—This tax is levied on all oil won from Crown Lands calculated either at a fixed amount per ton or a certain percentage of the market value. In the case of asphalt the rate is 60c. on each ton of crude asphalt or 84 cents on each ton of dried asphalt:

Yield for 1938 .. .. .. $971,883

(*j*) *Miscellaneous Licences.*—The yield from this source amounted to $234,379 principally from licences to keep dogs and guns, for the sale of produce, registration of motor vehicles and licences to drivers of motor cars, and from Sweepstakes.

10. Out of a total revenue of $13,445,235 revenue from taxation amounted to $10,567,903.

CHAPTER XVII.—PLANNING FOR ECONOMIC AND SOCIAL DEVELOPMENT.

In spite of the depressed condition of agricultural industries in the Colony, economic development is proceeding in such a manner as to justify the belief that the ordinary revenue of the Colony, which has substantially exceeded the ordinary expenditure since 1936, will be maintained at a satisfactory level for many years. It was felt, therefore, that the time was opportune to undertake a comprehensive development programme, particularly for economic and social services, including the improvement of housing conditions for the working people of the Colony. The proposed programme embraced the following works:—

(*a*) The building of houses for the working people.
(*b*) The construction of an aerodrome.
(*c*) Water supplies for certain country districts.
(*d*) Hospitals and Medical buildings.
(*e*) Educational buildings.
(*f*) Railway extensions.
(*g*) The provision of quarters for public officers.
(*h*) Irrigation and drainage schemes.
(*i*) Mosquito-destruction and sanitation schemes.
(*j*) Improvement of road communications.
(*k*) Electricity Schemes.
(*l*) The construction of a slipway.
(*m*) The erection and extension of Public Offices.

2. A committee was appointed to consider the programme drawn up and to make recommendations for carrying out the proposed development works. In a message to the Legislative Council, His Excellency the Governor reviewed the situation and explained his proposals, and the Report of the Committee was accepted by the Legislative Council on the 28th October, 1938. The approval of the Secretary of State for the Colonies was awaited at the end of the year.

3. The estimated cost of the development programme is approximately $14,000,000.

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MISCELLANEOUS.

The agricultural situation remained a serious problem, but the figures for General Revenue and Expenditure indicated a very prosperous condition for the Colony. The revenue for 1938 amounted to $13,445,235, the expenditure amounted to $12,230,184, and there was, therefore, a surplus of $1,215,051 on the year's working.

His Excellency the Governor, Sir Arthur George Murchison Fletcher, K.C.M.G., C.B.E., resigned from the Colonial Service on account of ill health with effect from the 20th February, 1938.

Sir Mark Young, K.C.M.G., Governor of Barbados, who had been acting as Governor of Trinidad, sailed for Barbados on the 22nd February and the Honourable A. W. Seymour, C.M.G., V.D., the Colonial Secretary, assumed the administration of the Government of the Colony.

On the 1st June the Western suburb of St. James was included in the City of Port-of-Spain. The estimated population of the City of Port-of-Spain at the 31st December, 1938 was 89,550.

Major Sir Hubert Winthrop Young, K.C.M.G., D.S.O., who was appointed to succeed Sir Murchison Fletcher, arrived in the Colony on the 19th June, and assumed the administration of the Colony.

The Honourable A. W. Seymour, C.M.G., V.D., the Colonial Secretary, sailed for England on the 4th July on leave prior to retirement from the Colonial Service.

The Honourable John Huggins, M.C., arrived in the Colony on the 17th July, and assumed duty as Colonial Secretary in succession to Mr. A. W. Seymour, C.M.G., V.D.

His Excellency the Governor, Major Sir Hubert Young, sailed for Tobago on the 28th August, on a visit of inspection.

While in Tobago His Excellency became ill. He sailed for England on the 22nd November on sick leave. The Honourable the Colonial Secretary assumed the administration of the Colony.

The Honourable G. C. Pantin, Unofficial Member of the Legislative Council, died in Switzerland on the 2nd September.

J. HUGGINS,
Colonial Secretary.

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APPENDIX.

List of certain Publications issued by the Government of Trinidad.

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Census 1931		3	6	1	0
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Do. do. No. 2		3	0		1
Ordinances—Volume 1925-1934 (each year) ...		12	6	1	0
Orders in Council, Rules, Regulations, &c. ...		12	6	1	0
Revised Edition of Laws, 1925 (5 Vols.)—Cloth ...	6	6	0	5	0
Do. do. —Buckram ...	7	7	0	5	0
Do. do. —Calf ...	10	10	0	5	0
Royal Gazette per copy			6	—	
Do. Extraordinary per copy			1	—	
Do. Volume	1	5	0	3	0
Do. and Supplements issued weekly—per annum	1	10	0	8	8
Silvicultural Notes on Timber Trees		2	0		1
Supreme Court Judgments—Volume		12	6	1	0
Useful and Ornamental plants		2	6		9 *
Care and Management of Dairy Goats in Trinidad and Tobago			6		1½
Flora of Trinidad and Tobago:					
Vol. 1, Part 1		1	0		4½*
Vol. 1, Part 2		6	0		9 *
Vol. 1, Part 3		1	3		4½*
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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

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LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

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CHAPTER I.

Geography, Climate and History.

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CHAPTER I.

Geography, Climate and History.

Geography.

The Colony has a total area of 390 square miles which consists of the following:—

(1) The island of Hong Kong, on which lies the capital city of Victoria, and Stonecutters' Island. The Kowloon peninsula, which is almost completely urbanised. These two areas are British-owned.

(2) The New Territories. These include a portion of the mainland of China lying south of the Shum Chun River, approximately seventeen miles north of the northern boundary of the Kowloon peninsula and, secondly, certain outlying islands and the seabeds of Deep Bay and Mirs Bay. The New Territories are held from China on a ninety-nine years lease dating from the 1st of July, 1898.

The Colony is situated off the south-eastern coast of China between latitude 22° 9′ and 22° 17′ N., and longitude 113° 52′ and 114° 30′ E. at the eastern foot of the delta of the Pearl River. Forty miles across this delta lies the Portuguese colony of Macao, and at the apex of the triangle thus formed is the Chinese city of Canton, some ninety miles north-west of Hong Kong.

The island of Hong Kong has an area of thirty-two square miles and is about eleven miles long and two to five miles in breadth. It is dominated by a group of treeless hills rising steeply on the west to a maximum height of 1,823 feet above sea-level. The more gradual slope on the east affords some scope for cultivation. A parallel range of similar height rises on the mainland opposite about a mile from the shore. The New

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Territories are for the most part mountainous with considerable flat rather swampy areas to the north.

Climate.

The climate of Hong Kong is sub-tropical, and is governed to a large extent by the monsoons, the winter being normally cool and dry and the summer hot and humid. The north-east monsoon sets in during October and persists until April. The early winter is the most pleasant time of the year, the weather being generally sunny and the atmosphere often exceedingly dry. Later in the winter the sky becomes more cloudy, although rainfall remains very slight; in March and April long spells of dull overcast weather may occur. Warm southerly winds may temporarily displace the cool north east monsoon at this period; under these conditions fog and low cloud are prevalent.

From May until August the prevailing wind is the south-west monsoon, a warm damp wind blowing from equatorial regions. Winds are more variable, however, in summer than in winter, for the south-west monsoon is frequently interrupted. The weather is persistently hot and humid, and is often cloudy and showery with frequent thunderstorms. The summer is the rainy season, three-quarters of the annual rainfall falling between the months of May and September.

Hong Kong is liable to be affected by typhoons from June to October, although they are occasionally experienced before and after this period. A typhoon whose centre passes over or near the Colony is usually accompanied by winds of hurricane force, resulting in widespread damage and loss of life. Sixteen such disasters have occurred in the last fifty-five years. Spells of bad weather with copious rain and strong winds are, however, experienced several times in each summer, owing to the passage of typhoons at varying distances from the Colony.

The mean monthly temperature ranges from 59°F in February to 82°F in July, the average for the year being 72°F.

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The temperature very rarely rises above 95°F or falls below 40°F. In spring and summer the relative humidity of the atmosphere is persistently high, at times exceeding 95%, while in early winter it occasionally falls as low as 20%. The mean monthly duration of sunshine ranges from 94 hours in March to 217 hours in October. The mean annual rainfall is 84.26 inches.

The mean temperature for 1938 was 72.8°F, which is 0.9°F above normal. April and June were both exceptionally sunny, the total duration of sunshine being the highest recorded in each of these months. The year was the driest since 1895: the total rainfall amounting to only 55.35 inches, against a normal of 84.26 inches. No typhoon seriously affected the Colony during the year, and no gales occurred, although an unseasonably early typhoon on May 3rd-4th produced a gust of 63 m.p.h., which is the highest wind velocity ever recorded in May.

History.

Prior to 1841 the island, now known as Hong Kong, was inhabited by a few fishermen, stone-cutters and farmers, and provided a well-known hiding place for smugglers and pirates. In that year it was occupied by the British forces partly as a reprisal for the treatment of British merchants in Canton, and partly to provide a secure base from which trading might be continued with the merchants of South China.

Foreign intercourse with China dates from the sixteenth century when expeditions from the maritime states of Europe—Portugal, Spain, Holland and England—penetrated into Far Eastern waters in the hope of establishing a direct trade by sea with the Moluccas or Spice Islands. At the end of the century Queen Elizabeth herself addressed a letter to the Emperor of China. Though this letter was probably never delivered it marks the beginning of official support for a whole series of adventurous attempts to share in the trade of the Eastern

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countries. At the beginning of the next century a monopoly of the East Indian trade was created in favour of "The Governor and merchants of London trading in the East Indies." An early trading-station at Bantam in Java soon led to the extension of the sphere of action to Japan and China, and it was off the coast of South China that the East India Company had to face a double opposition to its aims: the hostility of the Chinese authorities, and an intense rivalry with the Dutch merchants.

The Portuguese had already founded the settlement of Macao from Malacca. It was probably the existence of this European foothold that concentrated foreign attention on Canton. In 1681 the East India Company secured a house in Macao and a little later an approach was made to Canton itself. By 1715 a regular seasonal trade had been commenced with a shore-staff residing during the season in 'factories' in Canton, and, during the summer months, in the Company's premises in Macao. The French, Dutch and Americans were not long in following the Company's lead and, by the end of the eighteenth century, Englishmen trading on their own account were beginning to share the benefits of this precarious intercourse. It was into the hands of these newly arrived adventurers that the opium trade fell when, in 1800, the Company declined to carry opium in its ships owing to an Imperial edict forbidding the importation of opium into China. For some thirty years this state of affairs continued, during which the Chinese authorities, infuriated by the persistence of the illicit trade which they were unable to check, put increasingly arbitrary and irregular restrictions on the Company's legitimate activities.

Meanwhile two abortive attempts had been made to establish official relations with China—by Lord Macartney in 1793 and by Lord Amherst in 1816. The separate trends which British intercourse with China had hitherto taken,—the activity of the East India Company, whose monopoly expired in 1831, and the

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unsuccessful official missions,—were united in 1834 by the arrival of Lord Napier in Canton as His Majesty's Chief Superintendent of Trade.

Lord Napier's efforts at improving relations with the Chinese authorities for the benefit of British trade resulted in conspicuous failure and he died in Macao in October, 1834. Captain Elliot R.N. succeeded him as Chief Superintendent and for five years negotiations were intermittently continued while the position of the British merchants became more unbearable. The ultimate result of this protracted period of undeclared hostilities was the withdrawal of British merchant ships to Hong Kong Bay, a blockade of the Canton River in 1840 and the peaceful occupation of Hong Kong Island in January, 1841.

The cession of the island to Great Britain was confirmed by the Treaty of Nanking in August, 1842. The history of the Colony thereafter is one of uninterrupted peaceful development. The Convention of Peking of 1860 added the Kowloon peninsula and Stonecutters' Island to the Colony, and under a further Convention of Peking signed in 1898, the area known as the New Territories, including Mirs Bay and Deep Bay, was leased to Great Britain for a period of ninety-nine years.

Nearly a century has passed since the bare unproductive hills were first occupied and the gangs of law-breakers evicted from their shelter. Afforestation, extensive reclamation of the foreshore, cultivation of the lower slopes, and a network of motor roads cut into the hills have combined with the steady growth of the city itself to present to the ocean-going ships which lie in Hong Kong waters to-day a very different picture from that which met the first merchantmen who watered off the south-west coast of the island. Sanitation, anti-malarial work, and public health administration have removed all evidence of the 'plague spot' which the new Colony was thought to be. The administration of the Colony usually has been serene and untroubled.

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One of the world's great harbours has been developed out of the enclosed waters between Lyemoon and Green Island. The freedom of the port has been maintained and no restrictions are placed on the entrance or egress of the Chinese population. This policy has preserved for the Colony the rôle which it was intended to fulfil in 1841: that of an entrepôt for the trade and labour of the southern provinces. It has had the effect too of establishing Hong Kong as an impartial refuge, both for persons and capital, during the internecine struggles which followed the inauguration of the Chinese Republic in 1911, and through the more recent misfortunes of the Chinese people. A railway which passes through the centre of China and a road from Canton debouch upon the line of wharves where the world's shipping collects. Five airlines, from China, Europe and America, terminate in the airport. Ship-building yards on the eastern side of the harbour have laid down keels for ships of 11,000 tons, and the docks can accommodate the largest of the Pacific liners. Small industries have sprung up and flourished in the east of the island and in Kowloon. Cement, rope, glass, cigarettes, cigars, matches, paper, lard, electric torches and batteries, rubber-shoes and piece-goods are now exported widely. Market-produce, cereals, poultry and live-stock are brought in daily from the New Territories, and from the surrounding waters fleets of junks net every variety of fish,—a supply which more than suffices for the Colony's needs. Mining is, as yet, in its infancy. Considerable deposits of wolframite, manganese, granite and kaolin are to be found in the hills of the New Territories, and prospecting and mining for these are encouraged.

Hong Kong has developed naturally in strategic and military importance as the Empire extended towards the East. To-day the Colony is the headquarters of the Commander-in-Chief, China Station, and of the General Officer Commanding British Troops in China. The Royal Air Force has a station at Kai Tak,

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sharing a landing ground with the civil authorities. The constantly shifting personnel of the armed forces, together with the flow of tourist traffic and the itinerant habits of the boat-people and poorer classes generally, make the permanent population of the Colony relatively few. To these few however, and to her visitors, Hong Kong now offers amenities which cannot be equalled in the tropics. The present low fixed rate of the dollar and the cheapness of labour bring living expenses to an encouragingly economic level. There is no income tax and no general customs tariff. For six months of the year the weather is cool and dry with long periods of sunshine daily. Every variety of sport is to be found: safe bathing in ideal conditions, two first-class golf-courses, a drag hunt, polo, shooting, tennis, football, cricket, pony racing, sailing and civilian flying. The scenery, especially along the deeply indented shores of the Colony, is superb.

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CHAPTER II.

Government.

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CHAPTER II.

Government.

The Government of Hong Kong is administered under Letters Patent of the 14th of February, 1917, and Royal Instructions of the same and subsequent dates, by a Governor aided by an Executive Council, composed of six official and three unofficial members, and by a Legislative Council composed of nine official and eight unofficial members. Prior to 1928 the numbers of the Legislative Council members were seven and six respectively. The six official members of the Executive Council are the Senior Military Officer, the Colonial Secretary, the Attorney General, the Secretary for Chinese Affairs, the Financial Secretary, all of whom are members ex-officio, and the Director of Public Works, appointed by the Governor. The three unofficial members, one of whom is Chinese, are appointed by the Governor. The six official members of the Executive Council are ex-officio members of the Legislative Council; the other three official members of this Council, who are appointed by the Governor, are at the present time the Commissioner of Police, the Harbour Master and the Director of Medical Services. Of the unofficial members of the Legislative Council two are appointed by the Governor on the nomination respectively of the Justices of the Peace and of the Chamber of Commerce; the Governor also appoints the remaining members three of whom are Chinese. Appointment in the case of unofficial members is for five years for the Executive and four years for the Legislative Council.

The English Common Law forms the basis of the legal system, modified by Hong Kong Ordinances of which an edition revised to 1923 has been published. A further revised edition, of which the first volume has already been printed, was commenced during 1937. The law as to civil procedure was

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codified by Ordinance No. 3 of 1901. The Colonial Courts of Admiralty Act 1890 regulates the jurisdiction of the Supreme Court in Admiralty cases.

The daily administration is carried out by twenty-two Government departments, all officers of which are members of the Civil Service. The central branch of the administration is the Colonial Secretariat. The Secretariat for Chinese Affairs is concerned with questions affecting the Chinese community. Matters of finance and the collection of rates and internal revenue are dealt with by the Treasury Departments. The Imports and Exports Department collects the import and excise duties and controls the opium monopoly. There are seven legal sub-departments, including the Supreme Court and the Magistracies. The Medical Department and the Sanitary Department deal with public health, and the Public Works Department is concerned with roads, buildings, waterworks, piers and analogous matters. The Education Department controls the Government's English and Vernacular Schools and supervises education in the Colony generally. Other departments are the Audit Department, the Post Office, the Harbour Department, the Police Department, the Prisons Department, and the two District Offices.

In 1936 the Sanitary Board was replaced by an Urban Council composed of five official and eight unofficial members. This council has not, however, the full municipal function which is usually understood by its title. All its officers are salaried civil servants and the council itself is subordinate in many respects to the executive authority of the Government. The council has power to make by-laws, which are submitted to the Governor and subject to the approval of the Legislative Council, under the Public Health (Food) Ordinance, the Public Health (Sanitation) Ordinance, the Public Health (Animals and Birds) Ordinance, in matters appertaining to public health, subject always to an over-riding power in the Legislative Council. The

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Urban District over which the Council presides consists of Hong Kong Island, Kowloon and New Kowloon.

Local administration in the New Territories and in the several small islands within the territorial waters is in the hands of two District Officers. In addition to their administrative work these officers are the Magistrates and Land Officers for their districts, and are empowered to hear small debts cases and to decide summarily certain cases relating to land. The District Officers are also Coroners for their districts and are assisted in many of their duties by the advice of Councils of Elders.

There are a number of advisory boards and standing committees such as the Board of Education, Harbour Advisory Committee, Labour Advisory Board, etc., composed of both official and unofficial members. They are frequently consulted and are of much assistance to the Government.

The reorganization of the financial administration was carried a stage further in 1938 by the Financial Secretary's assumption of a purely administrative function in the Secretariat. The Treasury remained under his control but was divided into three sub-departments: the Accountant-General's Office to deal with the Colony's finance generally, the Assessor's Office for the assessment and collection of rates, and the office of the Superintendent of Inland Revenue for the administration of the Estate Duty Ordinance, the Stamp Ordinance, and the Entertainment and Betting Tax Ordinances.

Later in the year the Accounts and Stores Office of the Public Works Department was made into a separate department supervised by the Financial Secretary and under the direct charge of a Controller of Stores.

An Air-Raid Precautions Officer was sent out from England early in 1938 to organize general precautionary measures on behalf of the Government. He is now in charge of a small department housed in the Colonial Secretariat.

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The new post of Labour Officer was created on the 14th of November, 1938. During the remainder of the year the new Labour Officer was engaged in investigating general conditions in factories and the position regarding Trades Unions, on which subjects a report will be prepared in due course. Wages and cost of living, arbitration in trade disputes and the application of the Workman's Compensation Ordinance are other matters with which this officer will deal.

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CHAPTER III.

Population and Births and Deaths.

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CHAPTER III.

Population and Births and Deaths.

Hong Kong is a free port and this fact coupled with its geographical proximity to the mainland of South China makes effective control of emigration and immigration impossible. It is, therefore, very difficult to give accurate estimates of the population of the Colony. The 1938 mid-year population obtained by extrapolation from the last two census results is 1,028,619. The excess of immigrants arriving by railway and sea over emigrants during 1938 was more than 300,000, and when it is remembered that this figure takes no account of those entering the Colony by sampan, junk or across the land frontier, it is easy to realise that the normal population of Hong Kong has been increased by at least 500,000* during 1938. Most of these people have been accommodated in the urban districts of the Colony, but, for the space of two months subsequent to the Japanese invasion of South China, many thousands of refugees were crowded into the towns and villages of the New Territories. Though the influx of refugees has been continuous throughout the year there were three peak periods, the first occurring after the systematic air raids on Canton began in May, the second after the Japanese landed at Bias Bay in October and the third and greatest after the Japanese "mopping up" operations along the Hong Kong frontier at the end of November. The fall of Canton, while checking the stream of immigrants did not entirely stop it, for refugees were still able to reach Hong Kong by Shekki and Macao, and regulations formulated on a property basis proved ineffective in reducing the influx.

* To this figure must be added the increase due to refugees in 1937 which is estimated to be in the neighbourhood of 100,000.

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The figures given in the following tables do not include refugees now living in Hong Kong and the New Territories. The distribution of the population in various parts of the Colony is estimated as follows:—

	Hong Kong	Kowloon	New Territories	Maritime	Totals
Non-Chinese ...	9,871	11,361	492	1,372	23,096
Chinese ...	444,138	352,849	108,536	100,000	1,005,523
Totals	454,009	364,210	109,028	101,372	1,028,619

Registration of births and deaths is compulsory and the necessary data are obtained through twenty-nine registration offices. Unfortunately, registration of births is still imperfect owing to the Chinese custom of not registering children until they are in the second year of life. In 1938 registered births showed an increase from 32,303 (692 non-Chinese) in 1937 to 35,893. The crude uncorrected birth rate for 1938 was 34.9 per thousand of the mid-year population as compared with a crude rate of 32.1 for 1937. Chinese births registered during the year showed an increase from 31,611 in 1937 to 35,335. The crude uncorrected birth rates for this class being 35.1 (1938) and 32.1 (1937). Among the civilian population 38,818 deaths were registered in 1938, an increase of 4,183 over the 1937 figure. In addition to this, twenty-nine deaths were recorded in the Forces of the Crown during the year, an increase of eighteen over the 1937 figure. The crude uncorrected death rate for the civilian population is estimated at 37.7 per 1,000 living, the figure for 1937 being 34.4. These increases in the actual number of deaths and the rates reflect the general deterioration in the health of the community, a deterioration which has been largely brought about by overcrowding, lack of accommodation and insufficient food. Still-births numbered 1,075 in 1938 and

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913 in 1937. Chinese deaths numbered 38,621 in 1938 giving a crude uncorrected death rate of 38.4. The corresponding figures for 1937 were 34,391 and 34.9.

11,620 Chinese infants under one year of age died in 1937, 12,001 in 1938; the infant mortality rates for the two years being respectively 376 and 343.

In 1938, 558 non-Chinese births were registered (270 male and 288 female). This represents a decrease of 134 on the 1937 figure. The crude birth rate is estimated at 24.2 per 1,000 living in 1938 as compared with 30.6 in 1937. There were 244 non-Chinese deaths (excluding 11 deaths in the Forces of the Crown) in 1937, giving a death rate of 11 per 1,000 living, whereas in 1938 the corresponding figures were 197 (excluding 29 deaths in the Crown Forces) giving a death rate of 8.5. The deterioration in the general health of the community, which is clearly demonstrated by these figures, has not been accompanied by a corresponding deterioration among the non-Chinese population in Hong Kong.

Twenty-three non-Chinese infants under one year of age died in 1938, as compared with thirty in 1937. This gives an infant mortality rate of forty-two for non-Chinese infants, as compared with a rate of forty-six for the year 1937. Comment on the respective infant mortality rates of the Chinese and non-Chinese communities is superfluous.

There was a considerable increase in the number of marriages in the year under review, both in licensed places of worship and at the Registry of Marriages. This can be accounted for principally by the influx of population, but also by the fact that the Christian marriage and its civil equivalent are gaining in popularity among the Chinese. It is of course impossible to record the number of non-Christian customary marriages.

The following table provides means for comparing statistics in 1938 with those in 1937:—

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	1937		1938	
	Chinese	Others	Chinese	Others
By Special Licence in Church	2	1	—	4
By Special Licence at Registry	6	5	10	9
By Registrar's Certificate in Church	93	128	116	115
By Registrar's Certificate at Registry	134	50	209	79
In Articulo Mortis ...	1	1	1	1
	236	185	336	208

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CHAPTER IV.

Public Health.

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CHAPTER IV.

Public Health.

The extension of the Sino-Japanese hostilities to South China during 1938 resulted in a still greater influx of refugees into Hong Kong than had taken place in the previous year, and in an aggravation of the various public health problems such as overcrowding, malnutrition and epidemic disease.

The population for mid-year 1938 based upon the arithmetical increase between the census of 1921 and that of 1931 is calculated as 1,028,619.

The Community was faced with having to provide shelter for nearly half a million refugees..

The actual surplus of immigrants over emigrants by sea and rail in 1938 amounted to over 300,000 persons;—this figure does not take cognisance of the surplus of the previous year, nor does it include the large numbers of refugees who entered the Colony across the land frontiers and by sampan, junk, ferry and launch.

Many checks have been made of the numbers of residents per floor in the usual type of three story Chinese tenement. The normal figure before the commencement of the Sino-Japanese hostilities was fifteen to twenty. It is now sixty. This fact goes to support the apparently high estimate of increase in the population given above.

Most of the burden has, of course, been borne by the urban area but many thousands have also crowded into the towns and villages in the rural areas comprising the New Territories.

The actual refugee invasion was fairly continuous throughout the year. It received an impetus in the summer coincident with the bombing of Canton, particularly in June. A second wave

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followed the Japanese landing at Bias Bay and the invasion of Kwangtung on the 12th of October ending with the capture of Canton by the Japanese troops. Yet a third wave resulted from the "mopping up" operations by the Japanese along the Hong Kong—Kwangtung border on the 25th of November.

The taking of Canton and closing of the Pearl River which preceded it cut off that avenue of escape, but this did not deter refugees from making their way to Hong Kong via Shekki and Macao. On one day the surplus immigrants over emigrants through this channel amounted to over 3,600.

A slight check was placed on entry into the Colony by a regulation requiring immigrants to possess at least twenty dollars per head, but this system is obviously open to fraud.

As might be expected local charitable organizations could not hope to cope with the destitution and distress associated with the refugee problem and Government had to assume control and to erect camps in both the urban and rural areas. Further details of these relief schemes are given in Appendix II of this Report.

That the general health of the community deteriorated as a result of these abnormal conditions goes without saying. Many cases of dangerous infectious disease actually found their way into the Colony in spite of the increased vigilance of the Port Health Authorities and their colleagues in the New Territories and urban areas. Thousands of ill-fed, aged and sick persons also sought safety from the invaded regions and added to the already heavy task of the hospital authorities in the Government and Chinese hospitals. That this alarming situation did not become far more grave was due in no small part to the work of the Medical and Health Staff. A local appeal for funds for the relief of distress in South China raised $389,824.16.

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Epidemics.

SMALLPOX.

The outbreak of smallpox started in the early winter of 1937. It reached a peak in March, 1938, when 236 cases and 192 deaths were recorded in one week (ending the 19th of March). Particularly vigorous measures were instituted about that time including the introduction of compulsory vaccination for all immigrants and the placing of Canton in quarantine for the first time in history, thus enabling the Health Authorities to examine and vaccinate the many thousands arriving daily from that port and its smallpox-infected hinterland.

An anti-smallpox and vaccination campaign was carried out in both the English and Chinese Press and through posters all over the territory. Free vaccination centres were opened up in hospitals, dispensaries and at convenient points. The quota of twelve vaccinators was augmented by twenty-four temporary officers. As a result of intensive propaganda some *1,027,591 vaccinations were carried out during the year.

Most of the vaccine lymph used was prepared locally in the Government Bacteriological Institute and gave uniformly satisfactory results. A certain quantity was imported as a reserve to meet any unusual demands.

Three additional wards providing accommodation for from 45 to 60 patients were built in the space of nine days at the Infectious Diseases Hospital.

The outbreak virtually ended in June and only five cases were reported in July and thirty-seven between that date and the end of the year,—the majority of these last cases coming

* This figure does not include the St. John Ambulance Brigade figure for December.

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over as refugees from Kwangtung during the "mopping up" operations already referred to.

The total number of cases for 1938 amounted to 2,327 of whom 1,834 or nearly 79% died.

This constitutes the worst outbreak in the history of the Colony and the heavy case mortality gives some indication of the virulence of the virus.

1,388 of the victims were babies and children of five years and under.

As many as seventy-two were imported cases from Canton, Macao, Shanghai, Swatow, and other China ports.

CHOLERA.

Superimposed on the epidemic of smallpox was a somewhat less serious outbreak of cholera.

The Colony had suffered severely from cholera in 1937 when 1,690 cases and 1,082 deaths were recorded.

Apart from a sporadic case in January, 1938, the Colony was free from the disease until the 25th of May.

The outbreak spread with great rapidity, being aggravated by the thousands of refugees entering the Colony from Canton and other parts of Kwangtung which were infected with the disease and which were being subjected to systematic bombing by Japanese aeroplanes at that time.

The peak was reached by the week ending the 16th of July when sixty-three cases and fifty-three deaths were recorded. Thereafter the numbers affected declined rapidly and less than ten cases were recorded weekly from the end of the second week in November.

In all 547 cases with 364 deaths were recorded giving a case mortality of nearly 67%.

Males were the chief victims and whereas in smallpox the majority of the cases occurred in babies and young children, the

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age incidence here showed a considerable preponderance in persons of twelve years and over, mainly in adults, only fifty cases being recognized in children of twelve years or less.

Twenty-one cases were imported from various parts of China.

Advantage was taken of the lesson taught in 1937 when the Colony found itself quite unprepared for what proved to be the worse outbreak of cholera it had ever suffered.

Before cases commenced to appear, the general public received detailed warnings through the medium of the Press and through posters and wireless broadcasts as to how to avoid infection, where to obtain free cholera inoculation, and what steps to take on the occurrence of suspected cases of the disease.

The upper blocks of the former prison at Lai Chi Kok were converted into a cholera hospital capable of holding two hundred beds.

Legislation was introduced prohibiting the sale of various foodstuffs and drinks likely to carry infection, and suitable action was taken to limit as far as possible the importation of cases of cholera by sea.

A campaign aiming at inoculating as many of the general public as were willing was instituted, and, in addition to the hospitals and dispensaries, special posts were opened for the convenience of the public. Nearly a million inoculations were carried out. The St. John Ambulance Association and Brigade gave valuable assistance as it had done in the vaccination campaign and useful help was also rendered by the Medical Faculty of the University of Hong Kong during the height of the epidemic.

Steps were taken to arrange for the chlorination of all pipe-borne water in the Colony and to cover an unprotected service reservoir.

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Legislation was introduced which aimed at securing compulsory pasteurisation of all fresh milk as from the beginning of 1939—a period of grace being necessary to allow the operating dairies to purchase and instal their plants. Supplementary legislation was also introduced governing the cleansing of bottles, storage of milk, etc.

There is some reason to believe that the measures enumerated above had the effect of keeping the epidemic within more or less reasonable bounds, more especially since the refugee problem in 1938 was far more serious than it had been at the beginning of hostilities in 1937.

It may be worth while recording in this connexion that with an additional two or three hundred thousand persons at risk, the actual number of cases of cholera in 1938 was half that found in 1937.

CEREBRO-SPINAL MENINGITIS.

It is interesting to note that only eight deaths from cerebro-spinal meningitis were reported between 1897 and 1918. In that year a severe outbreak occurred accounting for 923 deaths.

From 1919 to 1937 inclusive, a hundred or more deaths were recorded only in 1919, 1932 and 1934.

In 1938 exactly twenty years after the previous serious outbreak, some 483 cases were registered of whom 223 or 46 per centum died.

As in the case of cholera, in cerebro-spinal meningitis males were more commonly affected than females, although the ratio was only 111 to 100. On the other hand, whereas cholera picked out adults, the large proportion of those affected with cerebro-spinal meningitis were children and young persons under fifteen years of age.

Only 109 out of the 483 cases were over fifteen years old.

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Little could be done to combat the outbreak other than to encourage early notification and to secure suitable isolation, usually in the Infectious Diseases Hospital at Kennedy Town.

Stocks of anti-meningococcal serum were prepared by the Government Bacteriologist and their use was reported upon very favourably.

Supplies of sulphanilanide were also made available for the treatment of cases and appeared to give satisfactory results.

Efforts to combat overcrowding were doomed to failure from the start owing to the exceptional conditions arising out of the refugee influx, to the conversion of the all too few tenements into factories and schools and to the existence of many thousands of street sleepers who could not find even a bed space under the stairs in the congested tenements. This matter is dealt with indirectly under a later section of this Report.

OTHER INFECTIOUS DISEASES.

It is of interest to record the fact that two cases of typhus were recognized during the year. Both had been infected in Shanghai.

Numerically speaking, both dysentery (1,071 cases, 340 deaths) and typhoid (539 cases, 187 deaths) were of considerable importance from the public health standpoint and provided yet another index of the unsatisfactory health conditions prevailing in the overcrowded city.

Diphtheria (319 cases, 147 deaths) fortunately did not assume epidemic proportions at any time.

Owing to the invasion of Kwangtung by Japanese forces it became impossible to transfer lepers to the settlement at Shek Lung and by the end of the year the number of inmates of the premises adjoining the Infectious Diseases Hospital at Kennedy Town had reached the figure of 133.

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Two important decisions were made regarding the leper question during the year. Firstly, arrangements were made whereby the Catholic Mission received financial assistance to build accommodation for 200 lepers, to be increased to 400 in due course, in order to permit of the transfer of lepers from Hong Kong to Kwangtung, there to be maintained at the expense of the Hong Kong Government.

Secondly, legislation was enacted which gave the Director of Medical Services control over the inmates of the small settlement in Hong Kong, since these persons had been too little subject to discipline previously. Being able to wander at will they not infrequently committed felonies and misdemeanours both inside the settlement and in the town. A ruling was given by Government in this connexion, during the year under review, that convicted lepers should be detained in a special portion of the Prison built for the purpose. Under the former system, lepers who committed even serious felonies were duly convicted, sent to prison, but immediately released to the leper settlement.

However important the diseases already mentioned may be, and indeed are, both individually and in the aggregate, their importance is completely overshadowed by the tuberculosis problem which caused the death of 4,920 persons during 1938.

For every death it is probable that there are five or even ten sufferers from the disease, many of whom are at the moment passing on infection to their families and neighbours.

With the bulk of the population living in grossly overcrowded, ill-ventilated tenements, many of them workless or in receipt of wages which cannot possibly purchase an adequate dietary, exposed to mass infection owing to the universal habit of spitting and to the low standards of hygiene and ignorance of the mode of infection, it is not surprising that this disease claims such a heavy toll of life.

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The line of attack against the disease has included the following measures:—the appointment of a Nutrition Research Committee, the appointment of a Housing Commission and the drafting of town planning and zoning legislation, the appointment of a Labour Officer to investigate conditions of work and wages, the increasing of facilities for the discovery, isolation, education and treatment of cases, the education of the general public through the Press and wireless broadcasting system, and the expansion of the Health Services to enable better control to be exercised over domestic and municipal hygiene.

Additional preventive measures are contemplated in regard to the more adequate provision of hospital accommodation for "infectious" cases and to compulsory notification.

The question of a tuberculosis survey is under consideration and 10,000 doses for the Mantoux test together with the necessary syringes and special needles have already been obtained.

Venereal diseases are responsible for much ill-health both amongst the population and amongst the naval and military forces.

The Social Hygiene Centres functioned on an increased scale during 1938 and dealt with some 3,925 attendances.

A special committee was appointed during the year to consider what additional measures could be taken to combat the evil.

Hospitals.

The addition of nearly half a million refugees to a population of a little over a million, during the year under review, very naturally resulted in an almost intolerable strain being placed on hospital accommodation. This was accentuated by the fact that many of the unfortunates who sought safety in this Colony were ill on arrival, and many were homeless and destitute and many others had barely enough money for food.

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Instances came to light where nineteen sick and elderly women occupied seven beds in one of the important Chinese hospitals, where there were sixty-one patients in a ward containing twelve beds and where sixty-six women in child-birth shared forty beds.

An old prison was converted into an auxiliary hospital for Chinese patients containing 500 beds, and three temporary wards were constructed at the Infectious Diseases Hospital to hold from forty-five to sixty cases of smallpox or other dangerous infectious disease.

During the summer large marquees were lent by the Military Authorities to house the overflow from the wards and corridors of one of the large Chinese hospitals.

In view of the gravity of the situation, a Hospitals Committee, under the chairmanship of the Director of Medical Services, was appointed to report on existing hospital accommodation and to submit recommendations for its improvement. The Committee sat on several occasions, heard evidence from many sources, and should be in a position to report in the spring of 1939.

Welfare Activities.

The popularity of the welfare centres on the Island and in Kowloon was well maintained and the number of attendances reached a record figure of 124,046.

Repeated representations were received to open another welfare centre to serve the populous area in the west central district and there is some possibility of a start being made in this regard in a portion of the former Government Civil Hospital during the first half of 1939.

These centres cater for a large number of sick children and could be classified as out-patient dispensaries were it not for the fact that they also serve as well-baby centres and as places where mothers can be taught the essentials of mother-craft.

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As in previous years the centres continued to distribute hot, nourishing meals daily to over two hundred nursing mothers and distributed quantities of milk, free or at cost price, for babies and young children in need.

The valuable teaching given in the centres was carried into the homes through the medium of Health Visitors.

Registered midwives also took their share in this welfare work and their activities were subject to close supervision from a Lady Medical Officer acting as Supervisor of Midwives.

Nutrition.

Although notes on nutrition are relegated to the end of this chapter, it should be clearly stated that the problem is probably the most pressing one of any which has to be solved in this Colony.

Sir Gowland Hopkins wrote of England that "whatever sum can possibly be spared is almost always spent on food" and Dr. McGorrigle, an expert on such problems in their immediate relation to public health, also wrote that it was "economic factors which control the situation." Such statements are even more applicable to Hong Kong and China as a whole.

Practically speaking, immigration is unrestricted and this, added to a very real refugee problem in which there is a ratio of a refugee to every two normal citizens, results in the labour market being overcrowded and in a tendency to depress the standard of living.

The invasion of Kwangtung by Japanese forces aggravated the situation not only by driving tens of thousands of refugees to seek safety in these territories, which were already overcrowded, but it resulted in a cutting off of very considerable areas from which Hong Kong derives its vegetables, meat, fish, etc.

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Evidence of a serious degree of malnutrition in the population was forthcoming as the result of observations carried out at the hospitals and dispensaries, mortuaries, and at the Government camps established for refugees and destitutes. Such conditions as skin affections, eye diseases, respiratory troubles, polyneuritis of beri beri were common. Whole wards were given up to the treatment of the last mentioned group and the recorded deaths from beri beri alone amounted to 2,673 as compared with 1,661 in 1937.

Government was fully alive to this state of affairs and it was decided to appoint an enlarged Nutrition Research Committee under the chairmanship of the Director of Medical Services.

The terms of reference of this Committee are to ascertain the nature and extent of the problem in these territories and to devise measures to deal with it. Plans for dietary surveys have been drawn up and preliminary investigations have been carried out in regard to average meals and prices of basic foodstuffs.

Actual experiments have also been undertaken in connexion with menus for refugee and destitute camps where upwards of ten thousand have been rationed at a time. The average cost for two meals a day in such camps—fuel and service included—has been twenty cents (3d.) and there seems to be some possibility of reducing this to about sixteen cents a day and still maintaining an adequate and a balanced diet. Owing to the magnitude of the refugee problem a reduction of even 25% means a considerable saving to Government, thus releasing funds for relief work of another nature.

As in the previous years over two hundred nursing mothers and children received a nourishing soup meal each day at the welfare centres. Another three thousand or more destitutes were fed daily at three food kitchens operated under the auspices

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of the Emergency Refugee Council in different parts of the town. During the height of the influx of refugees, many additional food kitchens and distribution centres were organized by private charity in the New Territories.

Experimental diets were recommended to Government for use in the prisons and every effort was made to encourage the cultivation of alfalfa and amaranth and the consumption of red rice and soya bean.

The use of soya bean milk prepared with dextrimaltose, common salt and calcium hydroxide—as being cheaper than the lactate—was also popularised at the welfare centres and in the Government camps.

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CHAPTER V.

Housing.

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CHAPTER V.

Housing.

In recent years some evidence has been shewn amongst the artisan classes of the Colony of a quickening social consciousness and the resultant desire to avail themselves of improved housing accommodation wherever such is made available. The unskilled labouring classes, however, are still found densely packed in tenement houses deficient in light and air. These people have to find dwelling places as close as possible to the scene of their work, with the result that the western part of the City of Victoria, which houses the native business quarter and which closely adjoins that portion of the harbour where the traffic from the West River and from the coast ports is handled, is seriously overcrowded.

These conditions, which were, in the past, slowly mitigated by the rebuilding of properties condemned for reasons of structural defects, are now being more rapidly alleviated by the operation of the Buildings Ordinance, 1935, which came into force on the 1st of January, 1936. Overcrowding amongst the labouring class is, however, still prevalent.

The housing of the Colony is all privately owned, and control is maintained by the operation of the Buildings Ordinance, 1935, the provisions of which also regulate the character of the housing. Generally Chinese-type tenement houses are built back-to-back in rows and are separated by a scavenging lane. These houses vary in height from two to four storeys according to the width of the street on which they front. The average height per storey is twelve feet, a minimum being controlled by the Ordinance of 1903. The Buildings Ordinance, 1935, permits a minimum of eleven feet. The houses built prior to the 1903 Ordinance covering the greater part of the native quarter are of depths varying from forty feet to

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eighty feet, with often less than 100 square feet of open space provided within the curtilage of the lot. With the passing of the Public Health and Buildings Ordinance, No. 1 of 1903, the amount of open space per house to be allowed within the boundaries of each lot was stipulated, and falls under two main heads. These are: (a) houses built on land bought prior to the passing of the Ordinance in 1903, where the open space must be not less than one-fourth of the area of the site, and (b) houses built on land bought subsequently, where the minimum is raised to one-third of the area. On plan the usual frontage of each house is fifteen feet (a dimension owing its origin more to early structural limitation than to economics), with a depth of about thirty-five feet, whilst each storey consists of one large "room" with a native type kitchen in the rear. This room is then subdivided by thin partitions seven feet high into three cubicles, each of which may accommodate a family. One latrine is built on the ground floor level of each house, irrespective of the number of occupants, and is common to all.

The earlier houses are constructed of blue bricks and timber. The bricks are of native manufacture and have a very low structural value, and the timber is usually of China fir which is extremely susceptible to the ravages of white ants. Lately, however, reinforced concrete and better quality bricks have been used.

In the City of Victoria the major defects of housing are due to lack of town planning. A large proportion of the City was erected in the early days of the Colony when town planning was little practised even in Europe, and the conditions to-day are a heritage the elimination of which would involve immense sums of money, and probably considerable opposition, if attempted on a large scale.

Generally, many of the old houses suffer from defects which are attributable to the Buildings Ordinance in force when they

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were built. This Ordinance, which was passed in 1903, was framed to meet existing conditions, both structurally and hygienically, as they were then understood and practised. But, viewed in the light of modern practice and knowledge, many of its provisions are now found to be inadequate.

The Buildings Ordinance, No. 18 of 1935, came into operation on the 1st of January, 1936. This Ordinance provides for improvement in the conditions of light and ventilation of those old properties which, under previous ordinances, were not called upon to conform to modern requirements. A higher standard generally is being called for, and building owners themselves are slowly realizing the advantages to be gained from modern constructional methods allied to proper hygienic principles.

In October, 1938, the Housing Commission, appointed in 1935, presented its report to the Government. The principal recommendations were as follows: (a) that a permanent Town Planning and Housing Committee be formed to advise Government on town planning and housing matters, to make surveys, to prepare legislation and to devise machinery necessary to give effect to town planning and housing schemes, (b) that the Buildings Ordinance be amended to permit the erection of experimental types of tenements, and (c) that more open space be provided in or near the congested areas.

There are no building societies in the Colony.

Owing to the influx of refugees from the war areas of China, overcrowding, which is a normal feature of the housing of the poorer classes, increased considerably during the year under review. There was a general increase in rents. Some thousands of the poorest people took to living on the sidewalks of the streets under the verandahs and in shacks erected on vacant pieces of Crown Land.

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In order to meet the situation in part and to relieve the street sleeper problem, Government constructed accommodation for five thousand in the urban area and for about twice that number in the New Territories. The huts built in the urban area will provide living space for persons dispossessed from insanitary slum dwellings, pending rebuilding, if it is found possible to carry out slum clearance schemes.

Private building enterprise was particularly active during the year but made little or no impression on the housing shortage.

For the purpose of the sanitary inspection of tenements under the powers conferred by the Public Health (Sanitation) Ordinance, No. 15 of 1935, the Urban District is divided into twenty-eight Health Districts each of which is in the charge of a Sanitary Inspector. Each Health District contains about 3,000 floors and, in normal times, about 30,000 inhabitants. House to house inspection forms part of the duties of the Sanitary Inspectorate and of the Health Officers. Some 47,000 sanitary nuisances were dealt with during the year and some 203,000 floors were subjected to cleansing with kerosene oil emulsion. Floors in the over-crowded central districts are cleansed four times annually and those in the outlying districts twice annually.

Occupation Permits Issued and Premises Demolished during 1938.

Occupation Permits.	Chinese tenement type houses.	European type houses.
1936 Kowloon.	88	50
Hong Kong.	79	27
	167	77

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1937 Kowloon.	40		38
Hong Kong.	76		19
	116		57
1938 Kowloon.	64	(237 Flats.)	41
Hong Kong.	39	(152 Flats.)	44
	103		85

Premises Demolished.

1936 Kowloon.	41	3
Hong Kong.	69	4
	110	7
1937 Kowloon.	18	2
Hong Kong.	154	16
	172	18
1938 Kowloon.	14	2
Hong Kong.	15	4
	29	6

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CHAPTER VI.

Natural Resources.

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CHAPTER VI.

Natural Resources.

The natural products of the Colony of Hong Kong are few and, by comparison with those of other Colonies, unimportant in the general economy of the Empire. Agriculture and the fisheries are, however, the sole means of support of a large percentage of the poorer classes and, to this extent, are essential to the economic life of the community. The labouring classes of the urban population are employed in a variety of small industries, and in the shipyards and docks where ocean-going vessels are built and repaired. The shipyards employ almost as many male workers as all the other smaller industries put together and for this reason shipbuilding is treated of in the present chapter so as to allow comparison with the two other main forms of occupation mentioned above.

Mining is in its early stages. There is good reason to believe that workable deposits are present in practicable quantities but the pursuit of mining is not indigenous to the native Chinese and development at the moment seems to be waiting upon the investment of capital and recognition by large-scale enterprise.

The Colony's forestry resources are not sufficient for commercial exploitation. Afforestation has been in progress for many years, directed mainly towards the conservation of rainfall and the prevention of erosion of the bare hills in which the Colony abounds.

The total area of the Colony is estimated at 249,885 acres. About 20% of this area, or 50,187 acres, is at present under cultivation. There is little fertile land which has not already been taken up. Large areas, particularly on the island, are entirely unsuitable for tillage. The cultivated land generally is in the hands of peasant farmers who alternate the

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planting of rice with the growing of vegetables and sugar-cane, and cling to the traditional methods of agriculture practised by their remote ancestors. There are signs of the extension of European enterprise to agriculture, live-stock farming and dairy farming, but steady development on these lines is not yet under way.

Fisheries.

The fisheries of Hong Kong, from the point of view of the general economy of the Colony and of the number of persons connected directly and indirectly with this form of production, are the most important of the local industries. There are three classes of fishery products available in the open market: fresh freshwater fish, fresh sea-fish and salted sea-fish including mollusca and crustacea. Almost all the freshwater fish is imported from Canton, Sheklong, Shekki, Kongmoon, Wuchow and Macao. A portion of the salted and canned goods is imported from Europe, America, and Japan, and from Annam and other East Indian countries. The remainder, both fresh and salted, is the product of the local fisheries.

It is estimated that, during 1938, there were 5,500 large and small Chinese fishing junks either indigenous, or regular visitors, to Hong Kong. These fishing fleets are manned by at least 75,000 able-bodied men and women, and carry with them some 40,000 others who have no homes other than the fishing junks. In normal times the fleets make voyages of two to four weeks' duration as far as Swatow and Kwonghoi (Toishan), but since the outbreak of the Sino-Japanese hostilities they have been compelled to limit their activities to areas within and adjacent to the territorial waters.

During 1938 approximately 160,000 piculs of fresh sea-fish, valued at $2,500,000, and 230,000 piculs of salted sea-fish, valued at $3,600,000, were landed. This represents a total quantity of 390,000 piculs, or 23,150 tons, of a wholesale price value of

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$7,100,000, and a retail price value of more than $10,000,000.

It is estimated that over $22,500,000 capital is invested in junks, gear and general equipment.

Approximately 108,000 piculs of fresh freshwater fish, valued at $2,160,000, are imported annually.

Only a small fraction (usually about 80 piculs per day) of the fresh sea-fish is exported to Canton and the surrounding district. In 1938, owing to the increased demand for food-stuff in Hong Kong, the export of fresh sea-fish was reduced to a minimum. Of the salted sea-fish produced in the Colony 30% is consumed locally and 70% is exported to the interior of China through Canton, Macao, Shekki, Kongmoon, Wuchow and occasionally through Shanghai. The total amount of foreign produced salted fish imported into the Colony and then re-exported into China is valued at approximately $4,000,000.

The organization of production is on a loose co-operative basis of traditional growth. The fishermen, brokers, fish stores, *lans* or wholesale dealers, retail dealers and fish stalls are grouped into separate associations, not unlike mediæval guilds. From the fishermen the fish passes to the big *lans* or wholesale dealers either directly or *via* the fish driers or fish stores. From the big *lans* it passes to the retail dealers, the travelling salesmen or the stall keepers, and so to the consumer. The hub of the whole system is the group of twelve big *lans*. Their business is carried out entirely on a commission basis and between one-quarter and one-third of their total capital is advanced to the fishermen free of interest. Between $20,000 and $100,000 is invested in this manner by each *lan*, and between $10,000 and $50,000 kept in reserve. A single *lan* will transact business valued at between $100,000 and $650,000 in a single year.

The local fishermen belong essentially to the floating population, a special class of people known as *tan ka* or 'boat family'. Their calling and trade is a specialised one and they

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are entirely unsuited to other occupations. Their junks are their only stock in trade. To these they have confined their entire life for generations, regarding them not only as their sole means of support but also as their only home. The fact that there are some 100,000 persons living in 5,500 boats, the largest of which does not exceed 85 feet in length, and the majority of which are less than 60 feet long shows the extent of the overcrowding to which their traditional occupation subjects them. A boat of 70 feet in length provides space for the accommodation of 40 to 45 persons of all ages, besides space for fish, salt, gear, food and miscellaneous cargo. The average earning capacity of a single able-bodied fisherman is $70 per annum. This general low standard of living combined with the hidebound allegiance to a centuries-old tradition has prevented the infiltration of modern methods and the adoption of modern appliances. The Japanese were quick to realise the advantage to be gained from power-driven vessels and the substitution of machinery for man-power. Sometime before 1927 a Japanese fishing company was organized in Hong Kong for work in the South China seas with the presumed object of controlling the entire industry in the Colony and in South China. Steam trawlers and improved fishing methods brought the company increasing profits up to 1937 when the business was suspended owing to the Sino-Japanese hostilities.

Trawling, seining, grill netting and lining are the principal methods of fishing in use in the Colony. Garoupers, sea-breams, golden-threads, flat fishes, rags, white herring, mackerel, crabs, halibut, sole, crayfish and mullet are found in great quantities off the Pearl River delta. In Deep Bay off the New Territories, oysters are cultivated in an area of approximately 20 square miles. The annual produce of this area is about $200,000.

A survey of the fisheries of Hong Kong was begun in 1938 by Mr. S. Y. Lin of the University of Hong Kong.

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Agriculture.

It is estimated that 50,187 acres, or 20% of the total acreage of the Colony, are now under cultivation. The great proportion of cultivated land lies in the New Territories, north of the Kowloon hills. The land is held on permit or Crown lease by about 25,000 small farmers or family associations. There is little fertile land which is not being worked in some manner, and if the area of land under cultivation is to be increased considerable capital for fertilization and general development will be necessary. For the present the efforts of agriculturalists are concentrated on improving the quality of the yield rather than on the extension of cultivation. It is probable that the New Territories could never produce sufficient rice for the Colony's requirements, but it is felt that, with the use of modern methods and improved stocks, self-sufficiency could be attained in respect of many other agricultural products such as European vegetables, dairy produce, pineapples and other fruit.

Of the total acreage in crop 70% is planted with rice, 15% with sweet potatoes, 6% with ground-nuts, 6% with sugar-cane, 3% with orchards and 1% with pineapple. At present roughly $140 millions of food-stuffs are imported into the Colony annually. A small quantity of New Territories rice, sugar and ground-nuts is exported, but market and dairy produce, meat and fruit are all consumed locally.

In contrast to the village farmers are the various forms which modern agricultural enterprise is taking in the New Territories. There are several well-equipped poultry farms, fruit orchards and market gardens with sufficient backing of capital to put into practice the theories of tillage, fertilization and improvement of stock and seeds which have been evolved in various agricultural countries. Although many of these farms are now well past the experimental stage they are to a great extent isolated enterprises lacking the effective cooperation

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necessary for the improvement of agriculture generally. Attempts are, however, being made, notably by the New Territories Agricultural Association and by the Kernel Seed Company of America not only to provide a basis for that cooperation between the few modern farms but to instill into the minds of the village agriculturalists themselves the advantages to be gained from modern methods.

The New Territories Agricultural Association was founded in 1927 and has held an agricultural show each year including the year under review. At these shows such of the village farmers as have cared to avail themselves of the privilege have been able to see a demonstration of the possibilities latent in the soil they till. The Association now has permanent accommodation in the New Territories and has opened an Institute for the training of Chinese youths. Land leased from the Government is being worked on behalf of the Association by the Kernel Seed Co. of America. This company has carried out exhaustive experiments with different kinds of seed in order to find brands most suited to the soil and climate. These experiments have been eminently successful with rice-seed, and a demand is growing among the farmers for a new seed, called No. 716, which was evolved by this Company.

The Association, which is supported by voluntary contributions and by an annual grant of $2,000 from the Government, has still a heavy task before it. The few modern farms are mostly connected with its organization and avail themselves of its assistance as and when they require. The peasant agriculturalist is not, however, so easily reached. The influence of the association is strong only around Fan Ling and Ping Shan, and it is probable that the annual show is hardly heard of in many other districts such as Sai Kung and Lan T'au. The general system, too, of individual and village agriculturalists, does not lend itself readily to change of any sort. Families and

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clans still hold land which they held when the New Territories were under Chinese rule, and their primitive methods and implements are clung to with the traditional conservatism of the farmer and the obstinacy of a simple people.

The association has, however, many practical achievements to its credit. Besides the increasing facilities, instruction and advice placed at the disposal of the farmer, it has done much to stimulate the growth, and improve the quality of vegetables in winter. The improved quality of this form of produce during the last two years has been striking, and there is no sign that the rate of increase is slowing down.

Shipbuilding.

The shipbuilding and ship repairing industry is the largest manufacturing industry in the Colony. The three main yards are, respectively, the property of the Hong Kong & Whampoa Dock Co., Ltd., the Taikoo Dockyard & Engineering Co., Ltd., and W. S. Bailey & Co., Ltd. These three firms together were responsible for a total tonnage of 12,426 completed during 1938 and for 26,013 gross tons under construction at the end of the year, as compared with a tonnage of 14,073 completed during 1937. Ships built included some special type vessels of considerable diversity of design, and the success of these local products shews that the industry is well served technically. Several large salvage and repair enterprises were undertaken during the year, including heavy repairs necessitated by the typhoon of September 1937, and marine casualties which involved long tows to Hong Kong by local salvage tugs. Considerable progress was made in the building of diesel engines under licence at the Taikoo Dockyard and at the Hong Kong & Whampoa Docks. Further development in this branch of the industry is anticipated. The two largest ships ever to be built in the Colony, M.V. Breconshire and M.V. Glenorchy, each of 10,000 gross tons, are at present under construction at the Taikoo Dockyard.

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A number of small craft, including lighters, motor-boats and yachts have been constructed in the native yards, but accurate statistics are not available. There are also many native yards with a considerable output of junks and sampans for the use of the shipping community.

Roughly 20% of the labour employed in the Colony's dockyards is on the monthly wage system and is directly recruited by the dock companies. The remainder is employed under the contract system by which work is hired out at standard rates to contractors who pay and are responsible for their own employees. Workers in each section of the industry are banded together into guilds. These are at present of the nature of friendly societies, but it is possible that they may develop into more orthodox trades unions in the future.

The following are notes on the equipment and general facilities of the three main yards:—

TAIKOO DOCKYARD & ENGINEERING CO., LTD.

A Graving Dock 787 feet long with a breadth at entrance of 95 feet and a depth of water at ordinary spring tides of 34 feet 10 inches.

Three patent slipways capable of taking vessels up to 4,000 tons displacement.

Five building berths for ships up to 500 feet in length.

Deep water quayage 3,200 feet long, with one 100-ton crane, and 25-ton and 10-ton electric travelling cranes.

836 gross tons of shipping were completed during 1938, and 22,320 gross tons were under construction at the end of the year.

HONG KONG & WHAMPOA DOCK CO., LTD.

Largest Graving Dock 700 feet long, with a breadth of 88 feet to 94 feet and a depth of water at ordinary spring tides of 29 feet 6 inches. Five other graving docks.

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Two slipways capable of taking vessels up to 2,000 tons displacement.

Building berths for ships up to 700-800 feet.

Two wharves of 430 feet and 600 feet respectively.

6,000 tons of steel were used on structural repairs to ships during 1938. 11,069 gross tons of shipping were completed during 1938, and 3,193 gross tons were under construction at the end of the year.

W. S. BAILEY & CO., LTD.

Sea frontage for shipbuilding berths of 550 feet on which twenty-one vessels can be laid down.

Facilities for the construction of hull and machinery for vessels up to 200 feet in length.

Repair work is carried out on three electrically operated slipways, the largest accommodating vessels of 300 feet in length and of 3,000 tons displacement. The total repair work undertaken during 1938 was carried out on vessels totally 22,000 tons.

Ships were constructed to a total of 521 gross tons during the year and ships totalling 500 gross tons were under construction at the end of the year.

Mining.

Owing to the absence of a detailed geological report, the mining potentialities of the Colony are to a large extent unknown. Small scale prospecting and mining operations in the past would appear to indicate that there are no minerals of economic value on the island of Hong Kong but that in the New Territories and neighbouring islands there are deposits of the following minerals which may prove of economic value if prospected and mined by up to date methods backed with adequate capital: Argentiferous galena, Wolframite, Molybdenite, Magnetite, Hematite, Manganese, Granite for building purposes, and Kaolin for bricks and porcelain. It would appear that the present tendency is towards scientific deep prospecting and large scale mining, as

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compared with the shallow workings of the past. Since 1936 twenty applications for prospecting licences and six applications for mining licences have been received.

Hong Kong mining law is codified in the Mining and Prospecting Ordinance, No. 7 of 1906. The power given to the Governor-in-Council to fix the charges for licences and leases is at present waived, and such charges are determined according to the circumstances of each case.

There are four mining leases in existence at the present time. The Hong Kong Clays and Kaolin Co., Ltd., prior to the Sino-Japanese hostilities, was employing twelve to thirty coolies on daily wage, and producing 2,500 tons of good quality kaolin per annum. Marsman (Hong Kong) China Ltd. employs 500 coolies at the Needle Hill wolfram mine, and had recovered 1,640 piculs of this ore, mostly exported to England, up to the end of 1938. The ore is purchased from sub-contractors on a sliding scale, the company providing all facilities such as power, plant, transport, accommodation etc. At the Lin Ma Hang mine the Hong Kong Mines Co., Ltd., is working a galena deposit for silver and lead by underground methods on the adit system. The ore carries an average of 2.5 oz. per short ton of silver and 10.4% lead. A labour force of five hundred, with a plant of 575 H.P., is employed. 5,526 short tons of concentrates carrying 15.8 oz. per short ton silver and 69% lead have so far been produced at a cost of £12 per ton. At Ma On Shan the New Territories Mining Co., Ltd., employs 120 contract coolies under Chinese management to mine an outcrop of magnetite iron ore on the quarry system. Approximately 8,000 tons have been produced since 1931.

Mining generally in the Colony is as yet in its infancy and at present there are no adequate regulations for the inspection and control of the existing mines. It is possible that more mines will be opened in the near future and the Government

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has under consideration detailed measures for the more effective control of all mining activities.

During the year 1938 an investigation into general mining conditions in the Colony was carried out by Mr. A. E. P. Kershaw, Senior Inspector of Mines, Perak, Federated Malay States. Mr. Kershaw submitted a report on the control measures which the Government should adopt in respect of local mining, which has been printed as Sessional Paper No. 14 of 1938.

Forestry.

The history of forestry work in the Colony consists of progressive afforestation of a bare, hilly country. The greater part of Hong Kong Island has now been afforested, the older plantations being about sixty years of age. In the New Territories certain definite areas have been afforested, while a movement to interest the local population in the value of forests, initiated in 1904, has produced a sparse forest covering in the neighbourhood of villages.

The aims of local afforestation may be summed up as follows:—

(1) To provide a forest covering to the hilly country.

(2) To prevent further erosion of the numerous slopes.

(3) For hydrological reasons, i.e. to assist in the conservation of rainfall, etc., with its resultant effect upon the Colony's water supply and agricultural areas.

(4) To build up timber reserves on Crown land.

Commercial exploitation of the forest reserves is not contemplated. Such timber as is extracted is in the nature of typhoon-damaged trees or necessary thinnings. The native afforestation scheme provides the peasant population with fuel for domestic and other purposes. Partly owing to the increased price of imported firewood there has recently been considerable

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commercialization of these amenities, the local timber being brought into the towns and villages and sold profitably.

During 1938 forestry offences were numerous and considerable difficulty was experienced in the protection of forest areas particularly in the thickly populated parts of Hong Kong Island and Kowloon. The large increase in offences of this nature was chiefly due to the Sino-Japanese hostilities which severely curtailed imports of firewood from South China and brought into the Colony large numbers of refugees.

The native afforestation scheme mentioned above consists of letting sections of open hillside land to a village or villagers at a nominal annual rental of 20 cents per acre. When the trees are considered large enough the licensees are permitted to remove 10% of them annually conditionally upon their planting an equivalent number of trees. The species used for this purpose is *Pinus Massoniana Lamb.*, which provides excellent fuel. The Leased Forest Lot Scheme is administered by the District Officers. Wild trees may not be felled at any time except under special circumstances when permission must be obtained from the Superintendent, Botanical and Forestry Department.

A general survey of forestry activities was made, and a Forest Experimental Station established during 1938. The Forest Protection Service was separated from the Field Service and was domiciled on definite areas.

Estimated Areas Under Forest.

(a) *Crown Land.*

Hong Kong Island—about 18 square miles.

New Territories—about 4 square miles.

(b) *Native Holdings* (Leased Forest Lots).

Hong Kong Island—nil.

New Territories—approximately 81⅓ square miles.

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Timber Production.

(a) *Crown Land.*

As stated above output consists chiefly of the removal of dead and damaged timber. During 1938 removals of this nature totalled 2027.59 tons, valued at $35,000 at current prices (i.e. average of prices for the year). The average dimensions of trees of 8-10 years of age in Crown plantations are height 21 feet, diameter 4 inches (breast-high).

(b) *Native Holdings* (Leased Forest Lots).

Under the conditions of the forestry licence the licensee may remove 10% of the timber per annum. It is customary to remove side branches (brushwood) at definite seasons of the year and these are utilised for brick kilns, etc. This results in the production of stunted trees which are considered sufficiently large for disposal as firewood when they have attained a height of 12 feet and a diameter of 2 inches to 4 inches (breast high). The age of trees of these dimensions is from 8 to 14 years. From inspections and check it is estimated that the annual output of timber and brushwood is approximately 11 piculs (12.16 cwts.) per acre. At the 10% removal rate this represents an output of 3408.2 tons for the whole area under "leased forest lots." For the year 1938 this was valued at $17,177.

Proportion of Land Under Forests.

Area of Colony	— 390	square miles.
,, ,, Crown Forests	— 22	,, ,,
,, ,, Leased Forest Lots	— 81⅓	,, ,,
Percentage of Crown Forests	— 5.64%	
,, ,, Leased Lots	—20.85%	
Total percentage	—26.49%	

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CHAPTER VII.

Commerce.

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CHAPTER VII.

Commerce.

The trade of Hong Kong is that of an entrepôt,—a place where goods are imported primarily for exportation. As a business centre the Colony handles the trade between South China and the rest of the world, and consequently the mercantile community is much larger than is necessary for handling local needs. At present, when the South China market is to a large extent cut off by military operations, many firms have been compelled to reduce their overhead expenses and to draw upon reserves.

From its position as the centre of an entrepôt trade Hong Kong has grown to be a very important banking centre. Trade conditions demand a highly organized system of exchange banking. The banks established are, therefore, pre-eminently Exchange Banks which also perform the ordinary functions of domestic banking. There are about thirty-four banks in the Colony. Marine insurance companies are also numerous.

Hong Kong is one of the world's large ports, possessing a fine natural harbour seventeen square miles in extent. Cargo is handled both in mid-stream and at wharves which give access to modern warehouses.

Shipbuilding, which is dealt with more fully in Chapter VI, is one of the Colony's most important trades, employing, in commercial establishments and in the Royal Naval Dockyard, many thousands of Chinese under the supervision of European experts. Cement, sugar refining and rope-making are old established industries. Recently there has been considerable development of knitting and weaving, garment-making and rubber-shoe manufacture which has received an impetus by reason of duty-free admission to British countries under Imperial Preference.

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For practical purposes the Colony of Hong Kong can be considered to be a "free port." The only import duties imposed are on liquors, tobaccos, perfumed spirits, and light hydrocarbon oils. Preferential rates of duty are extended to Empire brandies and tobaccos. An *ad valorem* licence fee is charged on first registrations of motor vehicles which are not of British Empire origin.

The Hong Kong trade returns do not distinguish between imports for consumption and imports for re-export or between exports of Hong Kong, Chinese and non-Chinese origin, and it is not possible to differentiate the various items of trade accurately. Trading conditions have changed radically in various directions since the outbreak of the Sino-Japanese hostilities in 1937. Before that date the visible trade of the Colony fell into four broad categories:—

(a) Imports for consumption in Hong Kong (including raw materials for certain industries) and exports of Hong Kong origin.

(b) Chinese external trade passing through Hong Kong, i.e., Chinese goods re-exported to non-Chinese countries and non-Chinese goods re-exported to China.

(c) Chinese coastal trade, i.e., goods imported from one part of China and re-exported to another.

(d) Non-Chinese entrepôt trade, i.e., goods imported from a non-Chinese country and re-exported to another non-Chinese country.

By an examination of the individual items of trade it was possible to make an approximate estimate of the values of the respective items, and these, prior to July, 1937, were roughly as follows:—

One third of the imports into Hong Kong was of goods intended for retention in Hong Kong, coming from Chinese and

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non-Chinese countries in the proportion of one to three; and a tenth or less of the exports was of goods originating in Hong Kong (e.g. refined sugar, rubber shoes etc.). Re-exports constituted two-thirds of the imports and nine-tenths of the exports. Of them some 10 per cent consisted of "Chinese coastal trade," 20 to 25 per cent consisted of non-Chinese entrepôt trade and the remainder, nearly 70 per cent, was made up of goods passing between China and the rest of the world *via* Hong Kong.

It is common to speak of Hong Kong's trade as being almost wholly concerned with China, but the above figures make it clear that such a part of it as is concerned with China *alone* is less important than that which is not concerned with China at all. The latter consists of such items as the trade in rice from Siam and Indo-China to Japan and the Philippines, the trade in wheat flour from North America to Siam and the trade in Japanese manufactured articles to Indo-China, Siam, Malaya and the Netherlands East Indies.

The latter half of the year 1937 shewed, in spite of the general decline in China's trade, a considerable increase in the proportion of that trade passing through Hong Kong. The proportion of China's imports credited to Kowloon increased from 3% in July, 1937, to 45% in January, 1938. The proportion of China's exports returned as going to Hong Kong increased from 12% in July, 1937, to 41.3% in January, 1938. At the same time the absolute amount of Hong Kong's trade with China also increased.

This state of affairs with regard to the Colony's China trade, accompanied by a steady increase in general trade, continued during the first three quarters of 1938. In October of that year an abrupt downward movement in all trading figures was shewn as the Japanese extended their operations to South China. As a result of the military occupation of Canton and the closure of

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the Pearl River the normal trade routes between the Colony and the South China delta regions were almost entirely disrupted, and at the close of the year there were no signs of any early appreciable resumption of the South China trade. In the first nine months of 1938 the import and export trade with South China averaged $70.9 millions in each quarter. In the final quarter of the year the total was $32.6 millions.

In terms of the analysis of Hong Kong's trade before the Sino-Japanese hostilities, given above, the position at the end of the year was that, though categories (a) and (d) were only indirectly affected, categories (b) and (c) had, with the exception of air transport and minor attempts at avoiding the Japanese blockade of the Pearl River delta, come to a virtual standstill.

The total visible trade of the Colony during the year 1938 totalled $1,130.1 millions (£69.9 millions) as compared with $1,084.4 millions (£66.9 millions) in 1937, and $803.3 millions (£50.6 millions) in 1936. Imports of merchandise in 1938 increased by 0.2% as compared with 1937, and by 36.6% as compared with 1936. Exports increased by 49.5% as compared with 1936.

The following is a list of the appendices to this chapter with general observations on the statistics shewn therein:—

A. TOTAL VALUE OF IMPORTS AND EXPORTS OF MERCHANDISE.

Statistics of imports and exports for the years 1935—1938 reveal a progressive increase of trade in terms of local currency (imports from $364.9 millions in 1935 to $618.1 millions in 1938, and exports from $271.0 millions in 1935 to $511.9 millions in 1938). Imports and exports in 1934 were higher than in 1935 in terms of local currency—the 1934 totals being $415.9 millions (imports) and $325.6 (exports), but, owing to higher currency values in 1935, the sterling totals were greater in that year.

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B. PERCENTAGE OF TOTAL IMPORTS PROVIDED BY EMPIRE AND FOREIGN COUNTRIES.

During the period 1934—1938, the share of Hong Kong's total import trade supplied by British Empire countries has varied between 13 per cent and 17.2 per cent (the latter being the 1938 figure). The United Kingdom is the largest Empire supplying country (9.1 per cent of Hong Kong's total import trade in 1938), the share of other Empire countries in the same year being Australia 2%, India 1.9%, Malaya 1.2%, "other Empire countries" 3%.

The percentages of Hong Kong's total import trade supplied by the various non-Empire countries has varied only slightly during the period 1934-38, with the exception of Japan, the share of which country has decreased from 8.8% in 1934, and 12.8% in 1936 to 3% in 1938. The shares of other non-Empire countries in 1938 were as follows:—China 37.7%, U.S.A. 8.8%, Netherlands East Indies 6.6%, Germany 6.3%, Siam 5.9%, French Indo-China 5.6%, "other foreign countries" 8.9%.

C. PERCENTAGE OF TOTAL EXPORTS SENT TO EMPIRE AND FOREIGN COUNTRIES.

During the period 1934-1938, the share of Hong Kong's total export trade shipped to British Empire countries has varied from 13.9 per cent to 19.7 per cent. The total in 1938 was 16.3 per cent. British Malaya is the largest Empire purchasing country (7.2 per cent of Hong Kong's total export trade in 1938), the share of other Empire countries in the same year being United Kingdom 4.1%, India 1.6% and "other Empire countries" 3.4%.

The percentages of Hong Kong's total export trade supplied to the various non-Empire countries has varied within narrow limits during the period 1934-1938, the only country where a marked difference is apparent being Japan to which country 3.5% of Hong Kong's total exports were shipped in 1934, 5.1% in 1936 and 0.6% in 1938. The percentages taken by other

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non-Empire countries in 1938 were as follows:—China 45.1%, U.S.A. 10.2%, French Indo-China 4.5%, Macao 4.1%, Siam 3.1%, "other foreign countries" 16.1%.

D. QUANTITIES AND VALUES OF PRINCIPAL ARTICLES OF IMPORTS DURING THE YEARS 1937 AND 1938.

The principal commodities imported into Hong Kong (1938 values being given in brackets) are as follows:—

Food stuffs	($152,441,000)
Piece-goods	(79,833,000)
Oils and Fats	(78,223,000)
Metals	(48,144,000)
Chinese Medicines	(19,593,000)
Fuels	(17,273,000)
Machinery	(17,136,000)
Dyeing Materials	(16,086,000)
Paper and Paperware	(14,743,000)
Vehicles	(14,140,000)

The above-mentioned commodities also figure as the principal exports from Hong Kong, as most imports into this Colony are destined for China and adjacent markets.

E. QUANTITIES AND VALUES OF PRINCIPAL ARTICLES OF EXPORTS DURING THE YEARS 1937 AND 1938.

Exports of Chinese produce from Hong Kong to Europe, the United States of America and other markets were well maintained in 1938 and in some instances there were considerable increases, notably in tea, wood oil and bristles as a result of trade being diverted to Hong Kong from Yangtse ports during the first nine and a half months of the year as a result of Sino-Japanese hostilities. The export trade was very seriously curtailed subsequent to the closure of the Pearl River on the 13th of October. The values of principal exports of Chinese commodities from Hong Kong in 1938 were as follows:—

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Wood Oil	$39,762,205
*Tin	$16,318,553
Tea	$12,080,814
Wolfram Ore	$14,252,838
*Firecrackers	$ 4,647,436
*Peanut Oil	$ 3,920,453
Hides	$ 3,672,228
Feathers	$ 2,359,284
*Preserved Ginger	$ 2,187,651

Exports of Hong Kong manufactured goods under Imperial Preference were well maintained in 1938. The Trade Returns do not differentiate between exports of locally manufactured goods and re-exports of similar imported goods. It is therefore impossible to give approximate exports of locally manufactured sugar, cement, rope and woven cotton and artificial silk cloth because exports under these headings include considerable quantities of imported goods re-exported to adjacent markets. In the case of many other classes of goods, however, there is little import trade and the export figures may be taken to represent mainly the export of locally manufactured goods. The following export of Hong Kong made goods in 1938 has been assessed on this basis:—

Canvas Rubber Shoes	$6,675,542
Singlets	$5,019,924
Shirts	$2,168,543
Socks	$1,121,172
Other wearing apparel	$3,426,077

*Note.

Chinese tin is refined in Hong Kong before export. The item *firecrackers* includes locally made firecrackers as well as firecrackers imported from South China and Macao. The item *peanut oil* includes locally manufactured peanut oil as well as peanut oil imported from North China. *Preserved ginger* exported from Hong Kong is manufactured here from ginger imported from South China and sugar imported from Dutch East-Indies.

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Electric Torches.....$2,900,261

Electric Batteries.....$2,189,923

Hats $1,068,113

F. TOTAL VALUE OF IMPORTS OF TREASURE.

G. TOTAL VALUE OF EXPORTS OF TREASURE.

H. WHOLESALE PRICE INDEX.

I. INDEX NUMBERS OF QUANTITIES OF COMMODITIES IMPORTED INTO HONG KONG.

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APPENDIX A.

Total Value of Imports and Exports of Merchandise (in $'s and £'s Thousands).

	Imports.	Exports.	Average Rate of Exchange.
1938	$ 618,169	511,902	H.K.$ = 1s. 2.27/32d.
	£ 38,233	31,661	
1937	$ 617,064	467,323	= 1s. 2.13/16d.
	£ 38,084	28,843	
1936	$ 452,350	350,865	= 1s. 3.3/16d.
	£ 28,625	22,203	
1935	$ 364,990	271,033	= 1s. 11.5/16d.
	£ 35,453	26,327	
1934	$ 415,919	325,105	= 1s. 6.3/16d.
	£ 31,519	24,637	

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APPENDIX B.

Percentage of total Imports provided by Empire and Foreign Countries.

	1938. %	1937. %	1936. %	1935. %	1934. %
British Empire	17.2	16.1	13.0	13.9	14.8
Foreign	82.8	83.9	87.0	86.1	85.2
Australia	2.0	2.2	2.0	2.3	1.6
Belgium	1.0	1.6	1.5	1.3	1.2
British Malaya	1.2	1.5	1.6	1.7	1.3
China	37.7	34.2	33.6	33.8	35.2
French Indo-China	5.6	6.6	5.7	8.9	6.3
Germany	6.3	5.0	5.2	4.5	3.3
India	1.9	1.0	1.3	1.2	2.0
Japan	3.0	9.4	12.8	11.8	8.8
Netherlands East Indies	6.6	7.6	8.5	6.2	8.3
Siam	5.9	3.7	6.6	5.6	8.0
United Kingdom	9.1	7.6	6.4	6.5	7.8
U. S. A.	8.8	8.4	7.1	7.3	7.1
All Other Countries	10.9	11.2	7.7	8.9	9.1

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APPENDIX C.

Percentage of total Exports sent to Empire and Foreign Countries.

	1938. %	1937. %	1936. %	1935. %	1934. %
British Empire	16.3	19.7	17.6	13.9	14.2
Foreign	83.7	80.3	82.4	86.1	85.8
British Malaya	7.2	8.5	7.3	6.3	7.6
China	45.1	40.7	42.7	49.0	48.0
French Indo-China	4.5	5.1	5.0	5.3	7.4
Japan	0.6	4.2	5.1	4.2	3.5
India	1.6	1.1	1.4	1.3	1.3
Kwong Chow Wan	1.9	2.1	3.0	3.4	2.5
Macao	4.1	3.7	3.7	4.9	5.3
Netherlands East Indies	2.8	3.3	2.8	2.3	2.6
Philippine Islands	1.9	2.8	3.3	1.8	1.6
Siam	3.1	3.0	4.1	3.9	4.5
United Kingdom	4.1	4.5	3.8	2.8	2.0
U. S. A.	10.2	8.8	8.1	7.8	5.7
All Other Countries	12.9	12.2	9.7	7.0	8.0

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APPENDIX D.

Quantities and Values of Principal Articles of Imports during the years 1938 and 1937.

Article		1938.		1937.		Principal Source of Supply.
		Quantity	Value	Quantity	Value	
			$		$	
Animals (for slaughter) ...	Head	363,487	10,095,934	272,076	8,652,295	South China, Kwong Chow Wan, French Indo-China.
Cement	Piculs	939,391	1,772,132	1,201,440	1,089,557	French Indo-China, Japan.
Timber	Cu. Ft.	3,535,990	3,919,750	2,974,367	3,494,520	British North Borneo, U.S.A., Siam, South China.
Chemicals & Drugs	—	—	6,404,359	—	7,163,632	Germany, U.K., U.S.A.
Pharmaceutical Products	—	—	2,848,699	—	2,809,150	Germany, U.K., U.S.A.
Chinese Medicine ...	—	—	19,592,511	—	22,117,748	South China, North China.
Aniline Dyes	—	—	9,291,677	—	3,458,707	Germany, U.K.

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APPENDIX D. (Continued).

APPENDIX D. (Continued).

Article		1938		1937.		Principal Source of Supply
		Quantity	Value	Quantity	Value	
			$		$	
Indigo (Artificial) ...	Piculs	33,079	2,960,658	21,285	2,243,083	Germany, U.K., U.S.A.
Beans	,,	763,189	6,201,392	540,737	4,637,981	North China.
Fish & Fishery Products	—	—	7,336,003	—	10,613,079	Japan, French Indo-China, South China.
Wheat Flour	Piculs	1,365,013	12,717,719	1,142,496	12,512,662	Australia, U.S.A., Canada.
Rice (all kinds)	,,	8,581,997	54,443,971	9,197,455	58,512,212	Siam, French Indo-China, Burma.
Sugar (all kinds)	,,	2,045,813	13,308,294	2,730,210	20,138,577	Netherlands East Indies.
Milk (canned)	Cases	210,788	3,409,813	210,084	3,185,927	Holland, U.K.
Tea	—	—	16,926,951	—	3,923,626	Middle China, South China.
Coal	Tons	738,830	13,934,721	896,882	13,426,358	Japan, North China.
Hardware	—	—	6,003,238	—	6,914,562	Germany, U.K.

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APPENDIX D. (Continued).

Article		1938.		1937		Principal Source of Supply.
		Quantity	Value	Quantity	Value	
			$		$	
Malt Liquors	Gallons	603,687	1,375,661	452,745	1,038,382	U.K., Japan.
Wines	,,	44,392	494,053	35,624	431,731	France, U.K.
Spirits	,,	120,550	1,918,763	92,398	1,499,592	France, U.K.
Machinery & Engines	—	—	17,136,128	—	8,865,764	Germany, U.K., U.S.A.
Sulphate of Ammonia	Piculs	1,234 988	9,431,860	1,977,310	12,949,457	Germany, U.K., Belgium, Holland.
Iron Bars	,,	273,981	3,474,895	876,230	7,561,933	Belgium, U.K.
Tinplates	,,	218,858	4,866,254	487,536	9,891,456	U.S.A., U.K.
Tin Slabs	,,	113,218	19,450,562	143,384	27,486,699	South China, Malaya.
Wolframite	,,	47,251	7,040,759	61,721	10,984,339	South China, Macao, North China.
Manganese Ore	,,	21,664	56,063	957,003	964,378	South China.
Nuts	,,	967,712	10,236,951	443,583	5,479,726	North China, Netherlands East Indies.

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APPENDIX D. (Continued).

Article		1938.		1937		Principal Source of Supply
		Quantity	Value	Quantity	Value	
			$		$	
Seeds	Piculs	173,496	3,585,980	155,367	3,880,820	South China, Malaya, Kwong Chow Wan, North China.
Lard	,,	1,533	37,707	60,109	2,258,266	North China, Siam, South China.
Petrol	Imperial Gallons	14,395,809	10,962,436	20,960,597	14,468,969	Netherlands East Indies, U.S.A., North China.
Fuel Oil	Tons	246,601	12,728,474	172,355	10,377,242	Netherlands East Indies, U.S.A.
Kerosene	Imperial Gallons	15,754,497	5,494,953	22,429,157	7,708,906	Netherlands East Indies, U.S.A.
Lubricating Oil	,,	2,997,489	2,438,909	6,559,791	4,459,945	Netherlands East Indies, U.S.A.
Wood Oil	Piculs	711,506	32,327,155	353,410	19,217,853	South China, North China, French Indo-China.

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APPENDIX D. (Continued).

Article		1938.		1937		Principal Source of Supply.
		Quantity	Value	Quantity	Value	
			$		$	
Peanut Oil	Piculs	287,464	5,913,909	143,970	3,960,741	North China, Netherlands East Indies, Kwong Chow Wan.
Paints	—	—	2,328,535	—	2,297,260	U.K., Germany, Japan.
Printing Paper	—	—	4,740,273	—	5,131,012	Germany, Canada.
Unbleached Cottons	Pieces	833,220	7,480,648	788,547	6,645,378	Japan, North China.
Bleached Cottons	,,	251,678	2,781,664	273,380	3,174,032	U.K., Japan, North China.
Light Cotton Fancies	Yards	3,183,873	1,092,808	4,194,833	1,112,997	Japan, U.K., North China.
Other Cottons	,,	49,174,764	11,705,564	57,463,154	12,548,649	Japan, North China, South China.
Prints	,,	955,971	327,823	3,264,081	619,008	Japan, U.K.
Cotton Thread	Grosses of 50 Yards	577,527	1,090,172	328,987	698,440	U.K., Middle China.

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APPENDIX D. (Continued).

Article		1938		1937.		Principal Source of Supply
		Quantity	Value	Quantity	Value	
			$		$	
Cotton Yarn	lbs.	48,035,978	31,006,160	36,080,586	24,598,913	North China, Japan, U.K., India.
Woollens	Yards	1,759,224	4,732,590	1,651,844	3,727,279	U.K., Japan, Italy.
Silk (Artificial)	—	—	3,304,035	—	8,337,042	Japan, North China.
Silk (Raw)	—	—	5,296,211	—	4,708,008	South China.
Tobacco, Cigars & Cigarettes	lbs.	1,815,244	3,907,678	1,795,360	2,987,825	U.K., Philippines, North China, U.S.A., Macao.
Motor Cars	No.	800	2,819,324	740	2,123,831	U.K., Canada, U.S.A.
Motor Lorries	,,	3,424	8,472,228	695	1,531,201	U.S.A., U.K.
Boots & Shoes	—	—	1,556,707	—	954,901	Japan, Czechoslovakia.
Wearing Apparel	—	—	3,515,339	—	3,492,787	U.K., Japan, North China, South China.
Gunny Bags	Pieces	5,899,587	1,657,431	5,916,024	1,945,363	India, Malaya, Macao.

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APPENDIX D. (Continued).

Article		1938		1937		Principal Source of Supply
		Quantity	Value	Quantity	Value	
			$		$	
China Ware	—	—	743,998	—	795,041	North China, Japan, Middle China.
Cosmetics & Perfumery	—	—	1,108,589	—	1,049,607	U.S.A., South China, U.K., France.
Electric Lamp Bulbs (All Kinds)	—	—	383,879	—	461,656	North China, U.K., Japan.
Radio Apparatus	—	—	1,246,508	—	779,242	U.S.A., U.K.
Feathers	—	—	2,619,634	—	4,295,645	South China, French Indo-China, Middle China.
Firecrackers	—	—	3,389,688	—	5,333,825	South China, Macao, Kwong Chow Wan, North China.
Hides (All Kinds) ...	Piculs	98,447	5,482,534	173,459	8,387,030	South China, Siam.

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APPENDIX D. (Continued).

Article		1938		1937		Principal Source of Supply
		Quantity	Value	Quantity	Value	
			$		$	
Leather (All Kinds)	—	—	2,747,263	—	3,137,610	Australia, South China, Malaya.
Mats (All Kinds) ...	—	—	1,906,568	—	2,652,605	South China, French Indo-China.
Matches	—	—	1,611,180	—	1,086,075	Japan, Macao, South China, Sweden.
Rubber (Raw)	Piculs	35,367	2,410,211	36,785	3,484,115	Malaya, Netherlands East Indies, French Indo-China.

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APPENDIX E.

Quantities and Values of Principal Articles of Exports during the years 1938 and 1937.

Article		1938.		1937.	
		Quantity	Value	Quantity	Value
			$		$
Cement	Piculs	1,124,985	2,087,131	1,615,806	2,611,357
Timber	Cu. Ft.	1,016,354	1,315,882	458,759	633,461
Chemicals & Drugs	—	—	4,914,923	—	4,239,195
Pharmaceutical Products	—	—	4,159,535	—	2,296,349
Chinese Medicines	—	—	15,714,561	—	17,045,541
Aniline Dyes	—	—	4,921,612	—	1,917,450
Indigo (Artificial)	Piculs	21,506	2,693,847	7,102	1,050,417
Beans	,,	458,508	3,824,779	382,541	3,561,930
Fish & Fishery Products	—	—	6,704,216	—	9,459,738
Wheat Flour	,,	1,064,107	9,974,442	804,590	9,012,606
Rice (All Kinds)	,,	5,418,281	36,429,104	6,079,649	39,395,832
Sugar (All Kinds)	,,	1,605,715	14,470,235	2,011,846	16,600,742
Ginger, Preserved	—	—	2,156,132	—	2,264,708
Tea	—	—	16,080,814	—	3,620,211
Hardware	—	—	3,013,405	—	5,216,889

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APPENDIX E. (Continued).

Article		1938.		1937.	
		Quantity	Value	Quantity	Value
			$		$
Native Liquors	Gallons	202,720	689,906	258,338	898,457
Machinery & Engines	—	—	6,470,542	—	4,861,358
Sulphate of Ammonia	Piculs	1,439,992	12,445,490	1,566,820	11,041,647
Iron & Steel Bars	,,	175,722	1,949,689	414,891	4,104,458
Iron & Steel Scrap	,,	157,696	813,943	425,711	2,149,953
Tinplates	,,	223,547	4,944,384	141,809	3,029,696
Tin Slabs & Ingots	,,	106,345	16,362,918	120,812	22,921,351
Wolframite	,,	80,817	14,252,838	78,231	15,382,666
Manganese Ore	,,	37,146	63,652	720,073	1,089,867
Nuts	,,	717,863	7,717,548	212,265	2,767,533
Seeds	,,	130,498	2,860,771	116,024	3,025,620
Lard	,,	35,188	884,008	94,290	4,057,026
Petrol	Imperial Gallons	10,936,933	10,267,764	13,138,662	11,789,431
Fuel	Tons	75,676	5,141,422	77,004	4,857,172
Kerosene	Imperial Gallons	14,394,702	7,378,516	20,921,437	10,994,777

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APPENDIX E. (Continued).

Article		1938.		1937.	
		Quantity	Value	Quantity	Value
	Imperial		$		$
Lubricating Oil	Gallons	3,460,499	3,685,568	3,330,849	3,214,638
Peanut Oil	Piculs	167,941	3,920,453	125,810	3,717,575
Wood Oil	,,	822,462	39,762,205	268,703	15,476,909
Paints	—	—	1,713,284	—	1,769,357
Printing Paper	—	—	1,283,281	—	1,519,888
Unbleached Cottons	Pieces	337,813	3,240,508	411,031	3,074,432
Bleached Cottons	,,	109,495	1,395,940	128,191	1,603,156
Light Cotton Fancies	Yards	532,488	190,110	1,144,362	312,981
Other Cottons	,,	61,289,110	14,631,675	58,826,585	13,294,204
Cottons, Prints	,,	343,288	90,218	1,692,073	324,191
Cotton Thread	Grosses	421,162	792,978	200,475	362,362
Cotton Yarn	lbs.	35,394,504	21,163,764	25,438,399	14,586,821
Woollens	Yards	193,236	367,063	184,728	309,556
Silk (Artificial)	—	—	1,016,028	—	2,567,497
Silk, Raw	—	—	4,446,735	—	4,318,999
Tobacco, Cigars & Cigarettes	lbs.	7,374,125	7,664,107	4,358,711	4,490,405
Motor Cars	No.	469	1,212,465	353	664,808

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APPENDIX E. (Continued).

Article		1938.		1937.	
		Quantity	Value	Quantity	Value
			$		$
Motor Lorries	No.	4,224	15,285,364	570	1,490,298
Boots & Shoes	—	—	7,585,639	—	6,677,500
Wearing Apparel	—	—	12,975,680	—	13,007,043
Gunny Bags	Pieces	8,781,568	2,733,911	8,930,438	2,962,774
China Ware	—	—	461,411	—	524,235
Cosmetic & Perfumery	—	—	1,007,637	—	1,115,128
Electric Torches	—	—	2,900,261	—	3,670,609
Electric Torch Batteries	—	—	2,189,923	—	1,840,956
Embroidery & Lace	—	—	1,380,026	—	2,347,448
Feathers	—	—	2,359,284	—	4,599,331
Firecrackers	—	—	4,647,436	—	5,486,075
Hides (All Kinds)	Piculs	59,392	3,672,228	89,038	4,750,560
Leather (All Kinds)	—	—	796,483	—	936,580
Mats (All Kinds)	—	—	1,918,453	—	2,338,627
Matches	—	—	1,186,256	—	836,626
Rubber (Raw)	—	15,308	1,021,659	16,168	1,443,237
Trunks & Suit Cases	Piculs	—	1,287,311	—	1,423,655

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APPENDIX F.

Total Value of Imports of Treasure (in $'s thousands).

	1938 $	1937 $	1936 $	1935 $	1934 $
Bank Notes	2,100	80,112	22,546	12,521	16,736
Copper Coins	1	421	193	6	157
Gold Bars	5,572	11,113	3,656	3,549	13,714
Gold Coins	90	331	—	—	—
Gold Leaf	9	8	6	5	15
Silver Bars	18	6,448	45	1,053	3,575
Silver Dollars	786	152,677	45,541	16,371	40,353
Silver Subsidiary Coins	1,025	135,339	741	5,280	3,531
Total:—	9,601	386,449	72,728	38,785	78,081

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APPENDIX G.

Total Value of Exports of Treasure (in $'s thousands).

	1938 $	1937 $	1936 $	1935 $	1934 $
Bank Notes	35,851	18,178	24,757	12,620	13,296
Copper Coins	15	1,295	—	13	265
Gold Bars	48,538	10,979	33,218	28,330	69,869
Gold Coins	3,186	2,567	760	38	528
Gold Leaf	266	552	356	140	253
Silver Bars	1,600	5,986	26	100,857	9,191
Silver Dollars	52,385	268,150	67,496	70,685	31,341
Silver Subsidiary Coins	46,283	87,520	17,202	3,276	3,737
Total:—	188,124	395,227	143,815	215,959	128,480

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APPENDIX H.

Wholesale Price Index.

1922 = 100.

	1933	1934	1935	1936	1937	1938
Foodstuffs	113.4	94.3	85.4	113.3	130.2	131.6
Textiles	97.0	85.9	74.2	99.4	117.7	116.1
Metals and Minerals	107.8	97.4	79.8	107.2	146.1	147.3
Miscellaneous Articles	95.7	88.5	72.3	92.5	124.4	127.3
Average:—	103.5	91.5	77.9	103.1	131.1	130.6

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APPENDIX I.

Index Numbers of Quantities of Commodities imported into Hong Kong during 1934, 1935, 1936, 1937 and 1938.

1931 = 100.

	Items	1934	1935	1936	1937	1938
Building Materials	10	57.9	72.4	67.3	77.5	65.9
Chemicals & Drugs	18	91.8	84.9	55.7	133.8	93.0
Dyeing Materials	5	44.2	53.4	43.6	41.8	55.2
Foodstuffs	25	91.9	90.1	85.8	110.7	107.3
Fuels	5	115.3	122.6	118.1	126.8	119.3
Manures	2	21.7	48.2	101.1	141.9	88.7
Metals	30	69.3	88.7	82.9	120.7	62.3
Minerals & Ores	3	8.2	16.5	125.8	308.6	22.8
Nuts & Seeds	7	134.7	106.3	98.0	113.7	310.9
Oils & Fats	14	99.4	99.4	99.0	129.6	145.1
Textiles	37	79.4	79.0	68.4	59.8	83.0
Sundries	29	83.4	75.4	64.2	71.6	64.7
Total Items:—	185					
General Average:—		74.8	78.1	84.2	119.7	101.5

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CHAPTER VIII.

Labour.

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CHAPTER VIII.

Labour.

A new Factories and Workshops Ordinance, No. 18 of 1937, replacing the old Ordinance, No. 27 of 1932, came into operation on the 1st of January, 1938. The Chairman, Urban Council, replaced the Secretary for Chinese Affairs as Protector of Labour, and the Factory Inspectorate was transferred from the Secretariat for Chinese Affairs to the Urban Council. The new Ordinance gives to the Urban Council power to make by-laws in respect of industrial undertakings. A Select Committee of the Council deals with applications for the registration of factories and workshops and other matters arising out of the administration of the Ordinance. The By-laws in the Schedule to the new Ordinance prohibit the employment of any child under the age of fourteen years in any industrial undertaking and the employment of women and of young persons under the age of eighteen years between the hours of 8 p.m. and 7 a.m. No new By-laws were made during the year.

The Inspectorate, consisting of an Inspector of Factories and Workshops and an Inspector of Labour, deals with new applications for registration and pays periodic visits of inspection to all factories and workshops. Special attention is given to the safety of machinery, overcrowding of workers and machinery, obstructions to exits and the ages of workers. Night visits are frequently made to guard against the employment of females and young persons during prohibited hours.

All registered factories and workshops are inspected for renewal of registration during the early part of the year. 199 new certificates of registration were issued during the year 1938, bringing the total of registered factories and workshops up to 829. There were 45 prosecutions, including 23 for the offence of employing females and young persons during prohibited

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hours, and 19 for the offence of operating an unregistered factory. The total number of accidents reported was 141, of which 14 were fatal. Ten of the fatal accidents occurred in shipyards.

The year 1938 was quite outstanding in the industrial life of the Colony, the general improvement which set in in 1937 being well maintained. Hostilities in China caused many industrialists to turn their eyes to the Colony with a view to establishing themselves here. Consequently industries, hitherto unknown in the Colony, have come into being, for instance, the manufacture of war necessities such as gas masks, metal helmets, spades and entrenching tools, uniforms, water-bottles, the assembling of field telephones, and portable military transmitting and receiving sets. Other new industries are the manufacture of bicycles and tricycles, tabloid medicines, nails, postage stamps, bank notes, coupons, tooth brushes and pearl buttons. Many Shanghai workers were brought into the Colony for these trades, especially for printing, this finer craft being peculiar to the northern Chinese. The output of electric hand-torches, dry-batteries, rubber boots and shoes, cotton and silk goods, etc., mostly for Empire and oversea markets, was well maintained.

Many new factory-type premises have been erected and plans for more are in preparation. The general prosperity in some trades and the pressure exerted by the Health Authorities and the Factory Inspectorate have resulted in the removal of some factories from the tenement-house premises, which they formerly occupied, to new modern factory-type buildings. But the conversion of tenement houses into factories still remains a disquieting feature of the industrialization of the Colony, especially in view of the acute housing shortage due to the influx of refugees from China.

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There was a good demand for skilled and unskilled male labour in the heavy industries. Female workers, too, were in demand, especially in the cigarette-making, spinning and weaving factories. The general supply of labour, skilled, unskilled and casual, is, however, in excess of the demand. It is difficult to state in what proportion this excess obtains at present owing to the abnormal conditions created by the Sino-Japanese hostilities.

It is estimated that about 55,000 workers of both sexes are employed in the various industries. Of these some 17,000 are spread over the less important industries. The approximate distribution of the remainder is as follows:—

Industries	Male	Female	Total
Shipyards	10,390	36	10,426
Sugar Refineries	871	81	952
Oil Refineries	449	12	461
Breweries	52	48	100
Metal Wares	1,756	2,170	3,926
Knitting Factories	1,710	5,035	6,745
Spinning and Weaving Factories	1,597	4,554	6,151
Engineering	674	4	678
Rubber Factories	599	1,420	2,019
Newspaper Factories	743	2	745
Printing Factories	3,664	703	4,367
Tobacco Factories	319	1,372	1,691
	22,817	15,394	38,211

Employment in the heavy industries, e.g. roads, reclamations, buildings, shipyards, etc., is on the contract system. Otherwise the piece-work or the monthly wage system is adhered to.

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Trades Unions are freely permitted to function in the Colony, but at the present time there are no orthodox unions in existence. During the year under review there were about eight industrial disputes. These were of a minor nature, and in each case an amicable settlement was reached through the Secretariat for Chinese Affairs. No *bona fide* trade union has ever been suppressed in the Colony, but certain guilds and associations have from time to time been declared unlawful under the Societies Ordinance of 1920, mainly on account of terrorist and political activities. No such suppression took place during 1938.

The new Ordinance, No. 18 of 1937, referred to above, consolidated the law relating to factories and workshops. Articles 2 and 4 of the Draft Convention fixing the minimum age for the admission of children to industrial employment, and Articles 2 and 3 of the Draft Convention concerning the employment of women during the night, were introduced in that Ordinance.

The Minimum Wage Ordinance, No. 28 of 1932, created machinery by which a minimum wage may be fixed for any occupation, in which, in the opinion of the Governor-in-Council, the wages paid are unreasonably low. No minimum wages for any industry have yet been prescribed.

There is no legislation providing for the establishment of conciliatory machinery for the amicable settlement of disputes between employers and their work people, nor is there factory legislation controlling compensation for accidents or enforcing provision for sickness, old age, etc. Several European owned and controlled industrial undertakings have their private schemes of insurance, compensation in case of accidents or death, sick benefits and provident funds.

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A Labour Officer was appointed in November, 1938. The status of this officer is at present undefined and his work up to the end of the year under review was largely in the nature of a preliminary survey. He is at present considering the application to the Colony of workmen's compensation legislation.

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CHAPTER IX.

Wages and the Cost of Living.

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CHAPTER IX.

Wages and the Cost of Living.

The year 1938 showed a continued increase in trading activity until the Japanese invasion of South China in October resulted in the closure of the river and an interruption of the Colony's trade with the West River area. These conditions obtained during the remainder of the year. Prices remained remarkably steady throughout the year, with a general tendency to fall. There were exceptional price-movements, caused by temporary local conditions, but these were not maintained. The supply of labour increased considerably with the influx of refugees, but the general wage level was not depressed, the wage-rate of female workers in factories shewing an increase over the 1937 level. This steady level was the result of the demand for labour increasing with the supply. Many small industries moved into the Colony from China during the year and a great trade was done in the manufacture of small appliances required in large quantities by the Chinese Government. Payment continued to be by piece-work in the lower grades of work in light industries and in all mass production work, and this system appeared to be satisfactory to employers and employees. Skilled male labour was employed on daily pay. In the case of refugee northern workers housing and food were usually provided by the employer.

The chief factor in the slight rise in the cost of living was a general increase in rents. This increase, stimulated by the continued entry of refugees into the Colony and the acute shortage of vacant tenements, assumed alarming proportions in the first few months of the year. In March a Commission was appointed to investigate the whole question of rentals, and, as a result of this Commission's recommendations, legislation was introduced providing for appeal to the Courts by persons evicted without adequate cause.

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There was a slight and fairly steady fall in the prices of commodities included in the cost of living index throughout the year. In the early part of the year the prices of fish, meat and vegetables were between 10% and 30% above the corresponding figures for last year and at the end of the year they were 10% or less below those figures. The October figures for vegetables showed an increase of 80% over the previous month. This was entirely due to the temporary dislocation of supplies caused by the Japanese invasion of South China at the end of the year, however, prices of vegetables later fell to the minimum for the year, which was about 8% lower than the corresponding figure for 1937. The price of oil, at the beginning of year, was about the same as the average level for 1937 and in the course of the year fell gradually to a point 30% below that figure.

The price of rice fell steadily throughout the year. For the first seven months it was not more than 9% above the corresponding figures for 1937, and for the last five months was consistently less than the 1937 figures,—the greatest falling off being 15% in August. The absolute variation during the year (14%) was considerably less than in 1936 or 1937 (23% and 25% respectively) and the interval between the two extremes was eleven months as compared with two months in 1937. The figures for rice are:—

	Per 100 catties.	*Average of four grades.*	
1938	December	January	Variatic
	$7.33	$8.38	14%
1937	June	August	Variatic
	$7.31	$9.16	25%

Average Retail Prices of the Staple Foodstuffs, etc., of Wage Earning Classes.

	1936	1937	1933
Rice (3rd Grade) per catty	6.3 cents	7.9 cents	7.3 cents

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Fresh fish, per catty	20.9 cents	26.9 cents	24.4 cents
Salt fish, per catty	21.2 ,,	24.1 ,,	25.2 ,,
Beef per catty	32.8 ,,	36.8 ,,	37.6 ,,
Pork per catty	41.7 ,,	51.9 ,,	49.7 ,,
Oil per catty	23.7 ,,	28.3 ,,	22.2 ,,
Firewood,	10 cents for 12.2 catties	9.8 catties	7.0 catties

Average Rates of Wages for Labour.

Building Trade:—

Locomotive Driver	$1.30 to	$1.80	per day.
Carpenters	0.80 to	1.30	,, ,,
Bricklayers	0.80 to	1.30	,, ,,
Painters	0.80 to	1.30	,, ,,
Plasterers (including Shanghai Plasterers)	1.00 to	1.50	,, ,,
Scaffolders	1.00 to	1.50	,, ,,
Labourers (male)	0.60 to	0.80	,, ,,
,, (female)	0.40 to	0.50	,, ,,

Working hours 9 per day. Time and a half paid for overtime. Free temporary sleeping quarters provided on the building site and communal messing at cheap rates.

Shipbuilding & Engineering:—

Electricians	$1.00 to	$1.40	per day.
Coppersmiths	1.00 to	1.60	,, ,,
Fitters	0.80 to	1.55	,, ,,
Sawmillers	0.70 to	1.25	,, ,,
Boilermakers	0.95 to	1.20	,, ,,
Sailmakers	1.00 to	1.40	,, ,,
Blacksmiths	0.75 to	1.20	,, ,,
Turners	1.00 to	1.40	,, ,,
Patternmakers	1.00 to	1.40	,, ,,
Labourers	0.70 to	1.00	,, ,,

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Overtime—time and a half. Night work—double time.

Transport Workers:—

Tram Drivers	$36	to	$45	per	month.
Tram Conductors	30	to	39	,,	,,
Bus Drivers, Chinese Bus Co.	27	to	54	,,	,,
Bus Conductors, ,, ,, ,,	18	to	21	,,	,,

Working hours 9 per day. Free Uniform. Bonus at end of year 3 days' pay.

Bus Drivers, European Co.	$55.00			per	month.
Bus Conductors ,, ,,	22.50	to	$35	per	month.

Working hours 9 per day. Free Uniform. One month's salary bonus.

Railway Workers (Government):—

Station Masters	$1,100	to	$1,800	per	annum.
Telephone Operators	480	to	1,400	,,	,,
Booking Clerks	600	to	1,000	,,	,,
Guards	600	to	1,000	,,	,,
Signalmen	600	to	1,000	,,	,,
Engine Drivers	540	to	1,000	,,	,,
Ticket Collectors	420	to	600	,,	,,
Firemen	330	to	480	,,	,,
Pointsmen	192	to	240	,,	,,

Female Workers in Factories:—

Cigarette making	$0.30	to	$0.70	per	day.
Knitting Factories	0.25	to	0.50	,,	,,
Perfumery	0.20	to	0.40	,,	,,
Confectionery	0.20	to	0.50	,,	,,
Electric hand torch factories	0.25	to	0.45	,,	,,
Electric hand torch battery factory	0.15	to	0.35	,,	,,
Rope Works	0.42 a day.				
Gunny Bag makers	0.30	to	0.50	per	day.

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Feather works	$0.30	to $0.60	per day.	
Joss stick workers	0.20	to 0.30	,,	,,
Printing works	0.20	to 0.80	,,	,,
Weaving and spinning	0.25	to 0.60	,,	,,
Rattan workers	0.30	to 1.00	,,	,,
Hardware workers	0.25	to 0.40	,,	,,
Felt hat workers	0.25	to 0.70	,,	,,
Cork hat workers	0.30	to 0.55	,,	,,
Green pea sorting	0.15	to 0.25	,,	,,
Handkerchief makers	0.20	to 0.40	,,	,,
Paper dyeing	0.20	to 0.40	,,	,,
Grass rope makers	0.30	to 0.35	,,	,,
Preserved fruit makers	0.15	to 0.60	,,	,,
Sugar refinery	0.35		,,	,,
Rubber shoe makers	0.35	to 1.05	,,	,,

Working hours from 7 a.m. to 5 p.m. One hour off at mid-day. Overtime from 6 p.m. to 9 p.m. at day rates.

Domestic Servants:—

Employed by Chinese	$ 7.00	to $20.00	per month.
Employed by Europeans	15.00	to 40.00	,, ,,
Gardeners	15.00	to 30.00	,, ,,

With free lodging, and, with Chinese employers, generally free board.

Note:—The rates of pay of Government employees are much the same as those of a similar category in private employ.

Transport coolies	$0.60	to $0.70	per day.	
*Coal Coolies	0.55		,,	,,
*Ricksha Coolies	0.60	to 0.70	,,	,,

*Now reduced to 55 cents. Formerly business was better and up to $1.00 was paid in some cases. The reduction is reckoned to be due to business falling off and to a lessened cost of living.

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CHAPTER X.

Education and Welfare Institutions.

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Education and Welfare Institutions.

Schools.

Education in Hong Kong is voluntary and is mainly in the hands of Government and of missionary bodies.

The present system may be said to have started in 1913 when the Education Ordinance, requiring all non-Government Schools (unless specifically exempted) to register and to conform to certain regulations, came into operation. The Director of Education derives his legal powers from this Ordinance. Since 1920 he has been advised by a Board of Education of which he is *ex officio* chairman. This board is appointed by the Governor and at present consists of eleven unofficial members together with the Senior Inspectors of English and Vernacular Schools.

The Schools in the Colony may be classified as follows:—

(1) Government Schools which are staffed and maintained by the Education Department.

(2) Grant Schools, i.e. schools, run mainly by missionary bodies, which are in receipt of a grant from Government under the provisions of the Grant Code.

(3) Subsidized Schools, i.e. vernacular schools which are in receipt of a subsidy from Government.

(4) The Military Schools and certain others which are exempted from the provisions of the Education Ordinance, 1913.

(5) All other Private Schools.

There are fourteen Government English Schools (i.e. schools in which English is the medium of instruction) of which four are for British pupils, though other European children may be admitted if vacancies are available. These are all primary schools with the exception of the Central British School which

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comprises both primary and secondary classes. The remaining three British Schools have, in addition, an infants' department. Of the other English schools, three are for secondary education, two for boys and one for girls, each having a primary department attached. The other Government English Schools are all primary, one of them being reserved for the education of Indians. The Government also provides four vernacular schools (i.e. schools in which Chinese is the medium of instruction). Of these one is a primary school, two are for training vernacular teachers, and one comprises both secondary classes and normal classes. There are two English vocational Schools, the Junior Technical School and the Trade School. In the latter, classes have been started in Wireless Telegraphy, Building and Engineering.

The English Grant Schools number sixteen, eight for boys and eight for girls, the latter admitting boys to the lower classes. The majority of these schools are managed by religious bodies. The sixteen schools provide both secondary and primary education, with the exception of two girls' schools, one of which is infant and primary, and the other infant.

There are three Upper Grade Vernacular Grant Schools, two conducted by the Church Missionary Society and one by the London Missionary Society.

A total of 1,243 institutions were under the control of the Education Department at the end of 1938, while there were six exempted schools. The number of pupils on the rolls of these schools was 103,564 and 570 respectively.

The Evening Institute, controlled directly by the Education Department, provides classes at seven centres in the following subjects:—English, Field Surveying, Building, Engineering, Ship-building, Pedagogy (English and Vernacular), Book-Keeping, Shorthand, and Physical Instruction. 1,243 students were enrolled in these classes during 1938.

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At present the training of teachers for English schools is carried out in the Education Group of the Faculty of Arts at the University of Hong Kong, and in the Teachers' Classes of the Evening Institute. At the end of 1938 there were sixty-six students in the Education Department of the University of whom nineteen held Government Educational Scholarships which are awarded annually. The Teachers' Classes in the Evening Institute provide a three-year course. The Training of Vernacular Teachers is undertaken in the following four institutions:—

(a) The Evening Institute.

(b) The Normal School for Men at the Vernacular Middle School.

(c) The Vernacular Normal School for Women.

(d) The Vernacular Normal School at Taipo (New Territories).

It is proposed that a new Teachers' Training College shall be opened during the course of the present year.

There are in the Colony four orphanages and one home for incurables and aged women, all of which are controlled by religious communities. There are two industrial schools which are under the control of the Salesian Institute.

The School Health Branch of the Medical Department came into being in 1925 when a Medical Officer for Schools was appointed. This has now been expanded and consists of a European Health Officer for Schools, two Chinese Medical Officers, one European Lady Medical Officer (part-time) and five nurses. Three school clinics and two special centres for the treatment of eye, throat and nose defects have been established. Pupils in Government and Grant-in-Aid Schools are now medically examined initially and periodically through their school career, while the provision of free spectacles for those requiring them has been made possible.

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In 1937 a Supervisor of Physical Education was appointed and physical training is proceeding along organized lines. The regulations require that every boy and girl in Government and Grant Schools shall receive a minimum of one hour's training each week in addition to organized games.

As only a few schools in the Colony are fortunate enough to possess adequate playing fields it has become necessary to rely on the generosity of the numerous sports' clubs for the use of grounds for football, cricket, and hockey. These clubs, established for all nationalities, willingly place their grounds and equipment at the disposal of schools when required.

The University.

The University of Hong Kong, which was incorporated in 1911 and formally opened in 1912, reached the twenty-sixth year of its existence in the year under review. The buildings, including class-room accommodation for about 500 students, six hostels, laboratories, residences for the staff, the students' Union, a gymnasium, workshops and playing fields, occupy an area of thirty-six acres.

The Court, the supreme governing body, is composed of life members, ex officio members, and nominated members, with the Governor as Chairman. The Council, which is the executive body, is composed of the Chancellor, the Vice-Chancellor, the Treasurer, certain Government officials, the Chinese members of the Legislative Council, the Deans of Faculty, two representatives of the commercial community, and two additional members appointed by the Governor. The Senate consists of the Vice-Chancellor, the Director of Education, the Professors and Readers. There are three Faculties—Medicine, Engineering and Arts. The Arts Faculty includes a Department of Chinese Studies. The Degrees granted are M.B., B.S., M.D., M.S., B.A., M.A., B.Sc. (Engineering), M.Sc. The standard aimed at is that of the University of London.

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All male students are required, as a condition of admission, to reside in halls of residence provided by the University or in hostels founded by religious bodies and conducted under regulations approved by the Council. The tuition fee is $400 a year and the hostel fee, which includes board and lodging, $300 a year. It is estimated that it costs a student $1,500 a year at the University. This sum includes registration and laboratory fees, Union and club fees, books, instruments, clothes and vacations.

538 students were on the rolls during 1938. This was the highest enrolment recorded in the history of the University. The large majority of these students were of Chinese nationality, and 40% of them were obliged to relinquish their studies in Chinese universities on account of the Sino-Japanese hostilities.

Since September, 1938, facilities have been afforded to 500 refugee students of Lingnan University, Canton, to continue their studies under their own professors and lecturers at Hong Kong University.

Of the 536 regular students in 1938, 418 were men and 118 women students distributed as follows:—

	Men	Women
Medicine	187	24
Engineering	129	3
Arts	88	85
External students	14	6
Total	418	118

The number of students who graduated during 1938 is shown below:—

	Men	Women
Medicine (M.B., B.S.)	11	1
Engineering (B.Sc.)	7	—

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	Men	Women
Arts (B.A.)	5	1
	23	2

The total expenditure amounted to $1,078,155.49 and the total income to $1,050,841.45 leaving a deficit of $27,314.04 on the year's working. This deficit will be met from the credit balance of the Income and Expenditure Account of previous years, which stood at $110,474.57 at the beginning of 1938. Owing to the large increase in the number of students during 1938 the accommodation available in the six halls of residence for men was tested to its limits. The question of the provision of hostel accommodation for women forced itself on the immediate attention of the University authorities during 1938. A scheme for the construction of a hostel for women students in the vicinity of the University is likely to materialize in the near future, owing to an offer of the Mother Provincial of the French Convent, Hong Kong, to build, equip and conduct a hall of residence for fifty women students, if a suitable site is provided for the purpose. In the meantime the majority of the women students live with parents and guardians, residential facilities for about thirty being provided by the Church Missionary Society and the Italian Convent.

The General Library, which includes the Morrison Collection and the Medical Library, contains 45,450 volumes. The Fung Ping Shan Chinese Library includes 4,895 sets of books and 43,681 volumes and is open to the public without restriction. The Hankow Library which was acquired in 1933 includes a unique collection of some 3,000 volumes written in English, French and German, dealing with China and things Chinese. Three valuable private collections, comprising 7,551 sets and 62,767 volumes, are housed in the Fung Ping Shan Library for safe keeping. Special arrangements were made during 1938

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for extending facilities to the Lingnan University for the use of the Library.

The University continues, through the activities of its various Societies and organizations, literary, technical, social and sporting, to maintain and promote contact with the general and cultural interests of the Colony. During 1938 the Chinese Society organized two very successful exhibitions of Chinese Porcelain and Painting held in the Fung Ping Shan Library. The University Libraries, particularly the Hankow Section, were increasingly used by the public, and University buildings and rooms were made available for public lectures, for the use of musical societies, and for use as centres for examinations conducted by the Trinity College of Music, and by the Government Nurses Board. The University laboratories and departments continue to carry out important tests and investigations for hospitals in the Colony and for the X-Ray Department of Queen Mary Hospital. Mention may also be made of the work done by the Head of the Department of Physiology (Professor Ride) in connection with the nutritional survey of the Colony, and by the Economic Department (Miss Archer) on the cost of living. Mr. S. Y. Lin's report on Fisheries is mentioned in Chapter VI. There are several publications of professional and literary interest issued by the various University societies.

Students of the University have identified themselves with social and charitable work as is shewn by the Education Society's Free Night school for poor boys, the provision by the Athletic Association of the University Union of a play-ground for the use of the Pokfulum Boys' Club, and the participation by students in relief work among Chinese refugees at the camp at Shumchun during the Christmas vacation, 1938. During 1938 a sum of about $15,000 was distributed by the University Students Medical Relief Association. The members of the

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Alumni Association also gave practical evidence of their continued interest in their University by providing funds for a new hard tennis court. Similar Associations are in active existence in Shanghai, the Straits Settlements and the Federated Malay States.

As a result of the findings and recommendations of the University (1937) Committee, the organization and financial position of the University formed the subject of close investigation by the Court of the University. Important changes and developments are under consideration. The provision of a block of Science buildings and the inauguration of a Faculty of Science are contemplated, and a new diploma course for teachers is to be instituted. Considerable expenditure will be involved and the need for augmenting the resources of the University is prominently indicated.

Welfare Institutions.

Practically every form of sport is played in the Colony the most popular being Association Football in winter and swimming in summer. Hockey has become increasingly popular during recent years. Lawn Tennis and Golf are played throughout the year. In addition the following are followed with the keenest interest:—Cricket, Rugby Football, Badminton, Baseball, Volley Ball and Athletics.

The Colony is well provided with social clubs for all nationalities. Among the most prominent may be mentioned the Philharmonic and Amateur Dramatic Societies both of which produce at least one play each year. The Hong Kong Branch of the English Association, the Hong Kong Singers and the Hong Kong Rotary Club all contribute in their own way to the social life of the Colony. For lovers of flowers and gardening the Horticultural Society and the New Territories Agricultural Association provide an outlet for enthusiasm. There are local

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branches of the Young Men's and Young Women's Christian Associations which provide recreation and accommodation. A public library is housed in a portion of the former City Hall and is used mainly by Chinese, the European community obtaining reading matter from libraries run in connection with the clubs of which they are members.

The influx of a large number of refugees into the Colony as a result of the Sino-Japanese hostilities has brought the local charitable organizations into even greater prominence. The work, for instance, of the Society for the Protection of Children has been increased. The Hong Kong Benevolent Society and the Ministering Children's League both continue to do excellent work. Charitable associations connected with Churches, etc., are all helping in the very necessary relief work. The work of the St. John Ambulance Association and Brigade has been greatly extended, especially in the New Territories where at least nine additional centres have been established.

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CHAPTER XI.

Communication and Transport.

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CHAPTER XI.

Communication and Transport.

External.

SHIPPING.

Hong Kong has one of the finest harbours in the world. It is, in normal times, the chief shipping terminus between South China and the outside world. Regular services are maintained by shipping companies of every maritime nation bringing merchandise, raw materials and passengers destined for all parts of China. The following are details of the Colony's chief sea communications:—

The P. & O. Steam Navigation Co., Ltd., Messageries Maritimes Cie, Blue Funnel Line, Norddeutscher Lloyd, Lloyd Triestino and Nippon Yusen Kaisya to the United Kingdom and Europe.

The Blue Funnel Line, Osaka Syosen Kaisya, Nippon Yusen Kaisya and American President Lines, Ltd. to the United States of America.

The Canadian Pacific S. S. Ltd. and the Blue Funnel Line to Vancouver B.C.

The Eastern and Australian Line, Australian Oriental Line, Burns Philp Line, Nippon Yusen Kaisya and Osaka Syosen Kaisya to Australian ports.

The Java-China-Japan Line and the Royal Packet Navigation Co. (K.P.M. Line) to Java and other ports in the Dutch East Indies.

The Indo-China S.N. Co., Ltd., China Navigation S.S. Co., and other small lines to ports on the east and south coast of China and Formosa.

The British India, Shire, Glen and Bank Lines also call at Hong Kong.

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The River Service to Canton and the West River, previously run by the Hong Kong, Canton & Macao Steamboat Co.'s ships and other smaller companies, is now at a standstill on account of the Sino-Japanese hostilities.

In addition, there is normally a vast traffic between Hong Kong and the adjacent provinces of China by junk. This, at present, is much depleted.

The total shipping entering and clearing ports in the Colony during the year 1938 amounted to 67,007 vessels of 30,962,756 tons. This, compared with 1937, shewed a decrease of 6,250 vessels and 6,868,004 tons.

24,670 vessels of 29,530,384 tons were engaged in foreign trade compared with 33,782 vessels of 36,191,724 tons in 1937. British ocean-going shipping shewed a decrease of 326 vessels and 312,456 tons. Foreign ocean-going shipping shewed a decrease of 2,070 vessels and 5,133,209 tons.

British river steamers shewed an increase of 276 vessels and 402,207 tons. Foreign river steamers shewed a decrease of 1,191 vessels and 614,251 tons. Steamships, not exceeding 60 tons, in foreign trade shewed a decrease of 2,497 vessels and 57,359 tons.

Junks in foreign trade shewed a decrease of 3,304 vessels and 946,272 tons.

In local trade, steam launches shewed a decrease of 307 vessels and 1,094 tons, and junks shewed an increase of 3,169 vessels but a decrease of 205,570 tons.

AVIATION.

Hong Kong Airport is situated at Kai Tak and has facilities for marine and land aircraft. The equipment of the airport includes W/T and R/T (short and medium wave) and D/F, aeronautical meteorological service, administration building, offices and workshops of operating companies, fuel and oil installations with tankage for some 7,000 gallons of petrol, and

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full night flying facilities for land aircraft, including a 1,200,000 c.p. floodlight installed during 1938. A new terminal building has been constructed for traffic arriving by flying boat services; a slipway, pontoon and special mooring buoys are available for marine aircraft.

The continued growth of civil aviation caused a large increase in the amount of traffic handled at Kai Tak Airport, for example, the number of passengers arriving and departing has risen from 3,685 in 1937 to 9,969 in the year under review. Hong Kong was included in the Empire "all-up" air mail scheme in September, and from that date Imperial Airways Ltd. operated its service to Bangkok twice instead of once weekly and services were often duplicated. In August Air France extended its Paris-Hanoi service to Hong Kong. The following air lines now maintain regular schedules from the airport:—

Imperial Airways Ltd., twice weekly to Bangkok, connecting with the England-Australia trunk route.

Air France, once weekly to Paris, via Hanoi.

Pan American Airways, once weekly to San Francisco via Manila.

China National Aviation Corporation and Eurasia Aviation Corporation, to Kweilin and Chungking.

The fall of Hankow and Canton to the Japanese meant that air services to these towns could no longer be operated, but very heavy loads of passengers and mails are carried to those places in China still accessible by air.

The Far East Flying Training School Ltd. maintained a fleet of five aeroplanes during the year which flew a total of 1,900 hours, including the training of the Air Arm of the Hong Kong Volunteer Defence Corps, the training of six Reserve of Air Force Officers and 28 pupils, and 160 hours for Army Co-operation purposes. Twenty-six Government certificates were

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awarded to pupils of the engineering section of the company.

No accident to aircraft causing injury to personnel occurred within the Colony.

The appendix to this chapter is a statement of the number, tonnage, cargo, passengers and crew of aircraft arriving at Hong Kong Airport during the years 1936, 1937 and 1938.

RAILWAY.

Railway activities throughout the period under review were dominated by the Sino-Japanese conflict. Before the Japanese invasion of South China the Kowloon-Canton Railway was connected up with the Canton-Hankow Line. Several times during the earlier part of the year through trains were run between the Colony and Hankow. The year opened full of promise, due to the unparalleled growth of through goods traffic, and closed gloomily with the contraction of operations to the local service.

Receipts and net operating revenue were $1,901,883.32 and $932,418.48 respectively, as against $1,331,468.73 and $436,935.30 in the previous year. Both these figures reached new high levels. There is little doubt that, but for the unexpected stoppage of through traffic for the last 81 days of the year, net operating revenue would have exceeded $1,000,000.

The increase in operating expenditure is accounted for largely by the marked advance in the average price of coal which rose from $12.44 to $21.96 per ton and affected running costs to the extent of $110,668.37.

In order to cope with the abnormal conditions prevailing during the greater part of the year the Railway was called upon to solve many difficult problems, not the least among them being the utilization to the best advantage of an organization which had been built up to cater primarily for passenger traffic. A heavy strain was put upon the resources of the Department, calling for the utmost effort from the staff and a maximum use of rolling stock.

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The value of the results obtained during the year cannot accurately be gauged by comparison with previous figures owing to the abnormal conditions which affected, to a marked extent, both through and local traffic receipts. Consequent on the blockade of Chinese ports by the Japanese and the closing of the Yangtze in 1937, Hong Kong became the main entrepôt for foreign trade with China, and large quantities of cargo were conveyed by rail to and from the interior. Further stimulation was obtained through an increase in the Colony's resident population owing to the influx of refugees. On the other hand, intensive bombing of the Chinese section of the line caused considerable dislocation and curtailment of the through passenger service with a corresponding drop in receipts from that source. This state of affairs continued until the 12th of October when all through traffic ceased after a small bridge at Mile 52 on the Chinese section had been hit by a bomb. Repairs were uncompleted when the Chinese military forces blew up all major railway structures before the Japanese capture of Canton on the 21st of October. For the remainder of the year railway operations were confined to the local service, the northern terminal being withdrawn to Lowu which lies just within British territory.

Receipts from through passenger traffic declined by 50.46%, due to the circumstances outlined above, although the earnings per train mile improved from $10.45 to $16.17. The curtailment of the service resulted in only 622 express trains being run, as against 2,235 in 1937.

The outstanding traffic feature of the year was the phenomenal growth of through goods traffic. Railings aggregated 456,146 tons compared with 166,438 tons in 1937, and 60,732 tons in 1936, corresponding revenue being $621,787.28, $167,556.45, and $44,694.93.

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An encouraging feature of the year's activities was the volume of export traffic received at Kowloon. Despite the abnormal conditions prevailing in Kwangtung and Hunan, large quantities of wood oil, tea, antimony, firecrackers, cotton flax, wolfram and zinc were exported to Hong Kong. This, coupled with the number of applications received from commercial firms for wagon space, would appear to indicate that, in times of peace, the future prosperity of the Railway is assured.

Local passenger receipts appreciated to the extent of 61.71%. This substantial growth is ascribable to the increase in resident population. The gain during the first 9½ months of the year approximated 50%, and during the last 2½ months 118%.

POSTS AND TELEGRAPHS.

Postal communication is maintained with all parts of the world by air, sea, and, in normal times, with Canton by rail.

All forms of mail handled during the year under review shewed an increase on the amount handled during 1937, ordinary mail receptacles shewing an increase of 4%, and registered articles and parcels shewing an increase of over 40%.

Long distance telephone services are normally available to Shanghai, Canton and various places in China.

Cable & Wireless Limited, by means of three cables to Singapore, one direct and one each via Labuan and Cape St. James, provide good connections with Europe via India, with Australasia, and with other parts of the British Empire. By their cable to Manila connection is made with the direct American cable to San Francisco. Two cables to Shanghai, belonging to Cable & Wireless Limited and to the Great Northern Company (Danish), via Sharp Peak and Amoy respectively, give a good fast connection with Shanghai, North China, Japan and Russia. The system of the Great Northern Telegraph Company gives good service to Europe via Siberia.

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Cable & Wireless Limited also operate the direct commercial radio services to the Chinese stations at Chengtu, Chungking, Foochow, Shameen, Swatow, Tsangwu and Yunnanfu; to Dutch East Indies, French Indo-China, Formosa, Macao, Philippines, Siam and Shanghai.

The total revenue from the Government Wireless Telegraph service amounted to $126,902 as compared with $976,923 in 1937; a decrease of $850,021 due to the transfer of the commercial fixed point services to Cable & Wireless Limited as from the 1st of January, 1938.

The number of paid messages—mobile and commercial press services—forwarded and received during the year was 56,883, consisting of 4,568,023 words, as compared with 20,946 messages of 195,744 words in 1937; the increase being due to press services taken over by Government.

Unpaid traffic, which includes meteorological, police, anti-piracy, Rugby press, aircraft and air station operational messages etc., totalled 87,815 messages of 3,077,842 words as against 86,694 messages of 3,354,570 words in 1937.

Service messages totalled 4,684 consisting of 49,433 words as compared with 47,078 messages of 373,497 words in 1937; the decrease being due to the transfer of the commercial fixed point services.

Internal.

RAILWAY.

After the 12th of October, 1938, rail communication by the Kowloon-Canton Railway was limited to the section of the line within British territory.

Co-ordination between road and rail interests was obtained when a motor rail-bus commenced a shuttle service between Fanling and Taipo Market on the 1st of May, displacing the road buses which had performed a similar function since the 1st of November, 1932. At the same time both transportation

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systems were made supplementary by the linking up at Fanling Railway Station of the Un Long—Sheung Shui and the Shataukok—Fanling bus services. The rail-bus was constructed at the Hung Hom locomotive workshops on novel lines, two Bedford 3-ton lorry chassis being welded back to back and fitted with cast steel wheel discs to supplement the pneumatic tyres. The financial results were most gratifying, and it is probable that the profits from two years of operation will exceed the capital outlay.

ROADS.

There are 371 miles of roads in the Colony, 173 miles on the Island of Hong Kong, 106 miles in Kowloon and 92 miles in the New Territories. Of the total mileage, 227 miles are constructed of water-bound macadam dressed with asphalt, 11½ miles of sheet asphalt on a cement concrete foundation, 29½ miles of tar macadam, 55 miles of concrete, 3 miles of granite setts and wooden blocks on a cement concrete foundation and 45 miles of earth.

The public travelling over the Colony's roads increases yearly, with a corresponding growth in the number of motor buses, of which there are 98 operating on the Island of Hong Kong, and 133 on the mainland. These are gradually replacing rickshaws, the number of which decreases year by year.

The Hong Kong Tramway Company has a fleet of 103 double-deck tram-cars running along the sea-front of Victoria from Kennedy Town to Shaukiwan. The length of the Hong Kong Tramway tracks is about 10½ miles.

There were 4,009 private motor-cars, 291 motor-cycles, 350 public cars and taxis and 945 commercial lorries and vans registered in 1938.

FERRIES.

Communication between the Island of Hong Kong and the mainland is maintained by a number of ferry services, of which the most important are:—

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(1) The Star Ferry, between Kowloon Point and a pier near the General Post Office, Hong Kong. This ferry provides a 5-minute passenger service during the busy periods of the day and a 10-minute service at other times. The passage of just under one mile is negotiated in about 8 minutes.

(2) The Hong Kong and Yaumati Ferry Company, which operates passenger ferry services between Hong Kong and Jordan Road, Shan Tung Street, Pei Ho Street, Gillies Avenue, and Kai Tack Road, all in Kowloon; also to Sai Wan Ho, near the eastern end of Hong Kong harbour. This Company also operates a 12-minute vehicles ferry service between Hong Kong (Jubilee Street) and Kowloon (Jordan Road).

(3) The New Territories Ferries. From a pier situated near Wilmer Street, Hong Kong, the Hong Kong and Yaumati Ferry Co. maintain regular ferry services to the following places which are outside the harbour limits:—Cheung Chau Island, Tsun Wan on the mainland, Ma Wan Island, Castle Peak Bay on the mainland, Ping Chau Island and Silver Mine Bay, Tung Chung and Tai O which are situated on the Island of Lantao, and also to Aberdeen, a port on the Southern side of the Island of Hong Kong.

The number of vehicles of all classes carried in 1938 was approximately 180,000, while the total number of passengers carried by all ferry services between Hong Kong and Kowloon was about 48,000,000.

TELEPHONES.

The general telephone service is a public service provided by the Hong Kong Telephone Co., Ltd. An automatic system is maintained with over 16,000 subscribers. In addition there is a Government system of magnetic telephones, which has two main exchanges, in Victoria and Kowloon, and forty-three branch exchanges. This system, which consists of approximately 800 telephones, has intercommunication facilities with the Hong Kong Telephone Company's system.

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Number, tonnage, cargo, passengers, and crews of aircraft of each nation arriving at airports in the Colony of Hong Kong in the years 1936, 1937 and 1938.

NATIONALITY OF AIRCRAFT.	ARRIVING.														
	AIRCRAFT			PASSENGERS.			CREW.			GOODS, MAILS, AND EXCESS LUGAGE TONS			AIRCRAFT. TONNAGE.		
	1936	*1937*	*1938*	*1936*	*1937*	*1938*	*1936*	*1937*	*1938*	*1936*	*1937*	*1938*	*1936*	*1937*	*1938*
British	52	65	116	37	49	150	113	130	232	6.5	17.0	38.4	217.0	335	622
Chinese	65	292	458	77	1,581	5,330	125	784	1,802	0.4	122	50.6	275.0	2,092	4,547
German	1	—	—	—	—	—	6	—	—	—	—	—	9.0	—	—
American	1	37	35	19	292	325	4	227	274	—	11	6.5	22.50	671	841
French	2	1	24	2	2	201	5	3	94	—	—	1.0	7.75	6	247
Czechoslovakia	—	1	—	—	5	—	—	3	—	—	—	—	—	6	—
Latvia	1	1	—	—	—	—	1	1	—	—	—	—	1.0	1	—
Java	—	1	—	—	—	—	—	2	—	—	—	—	—	1	—
Filipino	1	—	—	—	—	—	2	—	—	—	—	—	1.25	—	—
Total	123	398	633	135	1,929	6,006	256	1,150	2,402	6.9	150.0	96.5	533.50	3,112	6,257

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CHAPTER XII.

Public Works.

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CHAPTER XII.

Public Works.

During the year under review the operations of the Public Works Department were carried out, under a Head Office Staff, by eleven sub-departments: Accounts and Stores (later, Accounts), Architectural, Buildings Ordinance, Crown Lands and Surveys, Drainage, Electrical, Port Development, Roads and Transport, Valuations and Resumptions, Waterworks Construction and Waterworks Maintenance.

As from the 1st June, 1938, all work in connection with the purchase of Government stores was removed from the Public Works Department, and was taken over by an independent Stores Department.

The staff of the Public Works Department comprises 148 European officers, including 9 temporary officers, and 557 non-European officers, including 12 temporary officers. The number of daily paid artisans and labourers averaged 1,778.

The following is a summary of works carried out during the year:—

Buildings.

The reinforced concrete frame of the New Central Market was completed by the end of the year when work was well advanced on the erection of the stalls, the application of the terrazzo wall finishings, the fixing of windows and the drainage work. This building is of four storeys with main entrances on Queen's Road and Des Voeux Road. At the Des Voeux Road entrance a passenger lift will be provided and the entrances for goods will be on Jubilee Street and Queen Victoria Street. The Wongneichung Market was completed in October. It is a small single storey market of the open type, in reinforced concrete, providing twenty stalls finished in terrazzo. Extensive alterations and additions were carried out during the year to the

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former Victoria Hospital, converting the Hospital block and the Nursing Sisters' quarters into quarters for senior officers. The Hospital block was converted into three flats of five rooms and one flat of four rooms. The Nursing Sisters' quarters were converted into two semi-detached houses. Following the Japanese invasion of South China camps to house refugees from the neighbouring Chinese territory were erected at North Point, King's Park and Ma Tau Chung. These camps, of timber construction with concrete floors, consist of 26, 24 and 27 huts respectively, providing accommodation for 1,512, 1,368 and 2,016 refugees. Because of the uncertain political and economic situation it was decided not to proceed with work on the New Mental Hospital and the New Ward Block D, Kowloon Hospital. Owing to pressure of other architectural work it was not found possible to commence work during the year on the new Central Government Store, for which $205,000 had been provided in the Estimates for 1938.

Roads.

Among the more important road works completed during the year were the super-elevation of the bends on the Wong Nei Cheong Gap and Castle Peak road, the building of the Customs Pass Road and the road from Sheung Shui to Mak Fu Ferry, the widening and surfacing of the Tai Po Road and the reconstruction of the bridge at Deep Water Bay.

Major works in hand at the end of the year included the reconstruction of the junction of Hennessy Road, Arsenal Street and Queen's Road East, the reconstruction of MacDonnell Road Bridge, and widening, resurfacing and super-elevating several major roads on the island and on the mainland.

Drainage.

In Hong Kong new main sewers and storm water drains to a length of 5,522 feet and new open channels of varying sections to a length of 851 feet were laid. In addition, 1,114

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feet of parapet walling to open nullahs was constructed, and Tai Hang Nullah bridge was reconditioned, strengthened and extended. In Kowloon, New Kowloon and New Territories, new main sewers and storm water drains were constructed to a length of 12,923 feet. The construction of Pat Heung nullah at Shek Kong, New Territories, commenced in 1936, was completed at the end of the year.

Anti-malarial work was continued in Hong Kong. An area between the two reservoirs at Aberdeen was completely drained, and work was continued at Pokfulam between the Queen Mary Hospital and Sandy Bay. In New Kowloon 935 feet of channel were laid and subsoil drains were completed to a length of 2,162 feet.

Waterworks.

In Hong Kong 17,000 feet of mains, of various sizes, were laid. At Repulse Bay a covered concrete service reservoir of 56,000 gallons was constructed. Steel plate balance tanks, each of 30,000 gallons capacity, were erected at Tai Hang and Kennedy Town. A third pressure filter was installed for the Stanley supply.

In Kowloon and New Kowloon 17,000 feet of mains were laid, and 15,000 feet were laid in the New Territories.

Remedial measures at Pineapple Pass Dam were carried out by the Consulting Engineers. The work consisted mainly of removing the sand wedge and substituting 4,405 cubic yards of cement concrete. As the Jubilee Reservoir did not fill during the year no opinion as to the efficacy of the measures taken could be formed.

The rainfall during the year amounted to 55.36″ which, with one exception, is the lowest ever recorded in the Colony. As a result the main storage reservoirs did not fill, and the water supply to Hong Kong and Kowloon was subjected to restrictions from August until the end of the year.

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The formation of a waste detection branch of the waterworks sub-department was proceeded with during the year. Additional staff, waste detection meters, etc., were provided, and a zoning scheme was worked out. Unfortunately the water restrictions after August greatly hampered the carrying out of night tests.

A new Waterworks Ordinance was prepared and passed in 1938, to take effect from the 1st of January, 1939.

Work in connection with the general extension of the Colony's waterworks, approved in 1937, was proceeded with. The pumping stations and pipe-lines for the supplies to Albany and Peak Road were practically completed, and construction of the Peak Road service reservoir was commenced. The two new 21″ cross-harbour pipe-lines were about one-third completed. Kowloon Chai Service Reservoir was commenced. Extensions to the distribution system of the island and mainland were made. The first section of the Shing Mun Catchwater was completed and the second commenced. Preliminary works for the supply and distribution mains for Kowloon Chai Service Reservoir, and for the rapid gravity filters at the Eastern Service Reservoir, were put in hand. Preliminary investigations in connection with the Tai Lam Chung Valley Scheme were commenced.

Reclamations.

Reclamations at North Point, Kennedy Town and Kun Tong were continued. The two former are being made by deposits of building debris; the last-named by deposits of town refuse. The areas reclaimed by the end of the year were 3.4, 2.4 and 12 acres respectively.

Electrical Works.

Two submarine cables between Victoria and Kowloon, which had been dragged eastward, were under-run and restored to their proper position. Repairs were carried out to the submarine cable to Green Island. The cable to Waglan was also damaged

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but weather conditions did not permit repairs to be completed in 1938.

A new landing floodlight was installed at Kai Tak Airport. Extensive electrical work was carried out at the Refugee camps at North Point, Ma Tau Chung, King's Park and Kam Tin. A private intercommunication telephone system was installed in the Colonial Secretariat. The Electrical Workshops were removed to premises in Arsenal Yard.

Buildings Ordinance Office.

Early in the year the building industry began to show signs of recovering from the slump from which it had suffered during the past four years. The disturbed conditions in China have given an impetus to the erection of European flats and of buildings of a non-domestic character.

Valuations and Resumptions.

The total valuations made during the year comprised 773 hereditaments, with a total estimated value of $8,082,845.35.

Valuations were made for the purpose of resumption for street widenings and the development of areas in accordance with the approved Town Planning Scheme, for anti-malarial works, Estate Duty and sundry other purposes.

Valuations comprising 463 hereditaments, with a total estimated value of $7,127,560.50, were made for sundry Government Departments.

Town Planning.

A tentative revised plan was prepared for the Government House and Offices area. No other new schemes or revisions of any importance were prepared during 1938, development having been in accordance with the recommendations of the Town Planning Committee of 1922 or with amendments and additions previously reported.

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Expenditure.

The average annual expenditure on Public Works for the decade 1909 to 1918 was $2,293,762; 1919 to 1928, $6,990,950; 1929 to 1938, $8,507,690.

Comparative expenditure for 1937 and 1938 is as follows:—

	1937	1938
Public Works Department	$2,436,112.31	$2,213,667.71
Public Works Recurrent	1,768,369.96	1,811,168.55
Public Works Extraordinary ...	1,510,298.07	1,899,902.40
Works undertaken and charged to Loan Accounts	747,506.81	1,657,596.33
Miscellaneous Works	734,730.07	555,649.47
Totals	$7,197,017.22	$8,137,984.46

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CHAPTER XIII.

Justice and Police.

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CHAPTER XIII.

Justice and Police.

The Courts of Hong Kong.

THE SUPREME COURT.

There are at present two permanent Judges, a Chief Justice and a Puisne Judge, whilst additional judges for purposes of certain appeals are temporarily appointed as and when required.

The Supreme Court has the same jurisdiction as His Majesty's Courts of King's Bench, Common Pleas and Exchequer lawfully have or had in England and is a Court of Oyer and Terminer and Gaol Delivery, Assize and Nisi Prius, with jurisdiction in Probate, Divorce, Admiralty, Bankruptcy and Criminal matters.

It is also a Court of Equity with such and the like jurisdiction as the Court of Chancery has or had in England, and has and executes the powers and authorities of the Lord High Chancellor of England with full liberty to appoint and control guardians of infants and their estates and also keepers of the persons and estates of idiots, lunatics and such as, being of unsound mind, are unable to govern themselves and their estates.

The practice for the time of the English Courts is in force in the Colony and such of the laws of England as existed on the 5th of April, 1843, are in force in the Colony except so far as the practice and laws are in applicable to local circumstances and subject to legislative modifications thereto.

All civil claims above the sum of $1,000 are heard in the Court's Original Jurisdiction as well as all miscellaneous proceedings concerning questions arising on estates, appointments of trustees, company matters, etc.

196 actions were instituted in this jurisdiction during the year 1938 as against 172 in 1937.

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All civil claims from $5.00 up to and including $1,000 are heard in the Court's Summary Jurisdiction by the Puisne Judge as well as all matters arising from distraints for non-payment of rent.

1,383 actions were instituted during the year as against 1,582 in 1937.

All cases in the Probate, Divorce, Admiralty and Bankruptcy Jurisdictions of the Court are heard by the Chief Justice; Bankruptcy sittings usually taking place once a month.

In its Probate Jurisdiction, 432 grants (180 Probates and 252 Letters of Administration) were made by the Court. 77 grants by other British Courts were sealed, making a total of 509 grants made during the year compared with 402 in 1937.

Six new Petitions for Divorce were filed during the year. Eight decrees were made absolute, including four petitions pending at the end of 1937. Two petitions were pending at the end of 1938.

Only three actions were instituted in the Court's Admiralty Jurisdiction during the year.

Criminal cases are first heard by the Magistrates and committed to the Criminal Sessions which are held once every month and the cases are usually divided between the two judges.

426 persons were committed to stand their trial at the Criminal Sessions of whom 347 were convicted. Two defendants failed to appear and Bench Warrants were issued for their arrest, their bail being estreated.

A right of appeal exists in all the above jurisdictions. Appeals are heard by a Full Court consisting of two or more judges. Under the Magistrates Ordinance, 1932, as amended by Ordinance No. 19 of 1935, any person aggrieved can appeal to a judge from the decision of a magistrate in a summary way. Appeals in this event are heard by a single judge although a right of appeal from the single judge to a Full Court exists.

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Criminal: There were seven appeals against conviction or sentence on indictment at the Criminal Sessions.

Magistrates: There were thirteen appeals against conviction or sentence by the magistrates.

Civil: There were eight appeals from judgments of the Supreme Court judges.

The Registrar of the Supreme Court also acts in the capacity of Official Trustee, Official Administrator and Registrar of Companies, administering trust estates and deceased's estates and registering companies under the Companies Ordinance, 1932. Bills of Sale are also registered with the Registrar.

The number of Trust Estates in the hands of the Official Trustee at the end of the year was twenty-one.

During the year twenty-five deceased's estates were taken into the custody of the Official Administrator and thirty-seven were wound up.

Eighty-four new companies were registered, bringing the total number of companies on the register at the end of the year to 764 of which nine were in the course of liquidation. Fifty-six were incorporated outside the Colony but carry on business within the Colony. Three further companies ceased to do business during the year.

Seventeen companies were removed from the register by reason of the cessation of their business. No company was transferred from the Hong Kong to the Shanghai Register. Five companies were transferred from the Shanghai to the Hong Kong Register.

THE LOWER COURTS.

The lower civil courts are the land courts in the Northern and Southern districts of the New Territories, with jurisdiction over land cases in those districts, and the small debts courts of the same two districts. In these courts the District Officers sit to hear land and small debts cases.

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The lower criminal courts are the magistrates' courts, two for Hong Kong island and a small area on the mainland opposite Shaukiwan, two for Kowloon, including the whole area south of the Kowloon hills, and one each for the two districts of the New Territories, in which the District Officers are the magistrates. A third court was in operation from the 20th of September to the end of the year at the Hong Kong Magistracy and from the 26th of September to the 10th of November at the Kowloon Magistracy.

The following figures show the amount of work done by the lower courts in 1938:—

Civil:—

District Officer North, Land Court ...	127	cases.
Small Debts Court	125	,,
District Officer South, Land Court ...	40	,,
Small Debts Court	47	,,

Criminal:

Hong Kong Magistracy, three courts...	38,612	cases.
Kowloon Magistracy, three courts	34,181	,,
District Officer, North, one court ...	1,418	,,
District Officer, South, one court	667	,,

The figures below show the penalties awarded at the Hong Kong and Kowloon Magistracies in respect of certain cases in 1938:—

	Hong Kong.	Kowloon.	Total.
Prosecution (against Adults and Juveniles)	38,571	34,181	72,752
Convictions (against Adults and Juveniles)	35,363	32,237	67,600
Adult Offenders.			
Fined	25,735	21,447	47,182
Imprisoned in default of payment of fine	4,306	5,011	9,317

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	Hong Kong.	Kowloon	Total.
Imprisoned without option of fine	3,297	2,589	5,886
Bound over	896	1,710	2,606
Placed under Police Supervision	45	73	118
Cautioned or discharged	5,063	2,825	7,888
Defendants fined and allowed time to pay fine	257	710	967
Juvenile Offenders.			
Fined	612	932	1,544
Sent to Remand Home	125	167	292
Committed to approved institution	8	8	16
Bound over	87	226	313
Placed on probation	13	10	23
Cautioned or discharged	350	158	508
Whipped	132	58	190
Maintenance Cases.			
Order made	9	5	14
Order varied	1	1	2
Committals in default of payment	1	—	1

Police.

The Police Force of the Colony is under the control of the Commissioner of Police who is assisted by one Deputy Commissioner, thirteen Superintendents and two Police Cadets. The Force consists of four contingents, European, Indian, and two Chinese, namely, Cantonese and Weihaiwei. The strength of the different contingents is as follows:—

Europeans	257
Indians	818
Chinese (Cantonese)	767
Chinese (Weihaiwei)	293

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In addition the Police Department controls the Anti-Piracy Guards, a force consisting of 39 Russians, 70 Indian Special Guards and 143 Weihaiwei Chinese Police, who are included in the regular Police establishment.

The department also supervises 687 Indian and Chinese Watchmen who are engaged by the Police Department and paid by private individuals for the protection of private property. In addition there are 488 Indian Private Watchmen registered at the Guards Offices.

The waters of the Colony are policed by a fleet of ten steam launches and five motor boats which employ a staff of 257 Chinese under European officers.

There were 11,388 cases of serious crime in 1938 as against 12,434 in 1937, a decrease of 1,046 or 8.4%. Amongst the classes of criminal offence showing decreases were the following:—a decrease of 13 cases in coinage offences, 177 in deportation, 16 in house and godown breaking, 3 in kidnapping, 830 in larceny, 3 in larceny on ships, 9 in manslaughter, 48 in obtaining by false pretences, 126 in receiving, 2 under the Protection of Women and Girls Ordinance and 11 in other serious offences.

Amongst the classes of criminal offence showing increases were the following:—an increase of 13 arms cases, 31 in serious assault, 2 in assault with intent to rob, 50 in burglary, 2 in embezzlement, 77 in larceny in dwelling, 5 in murder and 12 in robbery.

There were 49,555 minor cases in 1938 as against 43,288 in 1937, an increase of 6,267 or 14%.

Prisons.

In 1937 Victoria Gaol and Lai Chi Kok Prison for men were closed down and all male prisoners were transferred to the the new Hong Kong Prison at Stanley. At the beginning of 1938, therefore, there were only two prisons in the Colony:

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The Hong Kong Prison at Stanley for men and the Lai Chi Kok Prison for women.

The Hong Kong Prison at Stanley has been built with single cellular accommodation throughout (except for Hospital Wards) and was designed to accommodate a total of 1,559 prisoners (exclusive of Hospital and Punishment Blocks). Accommodation for 23 European prisoners is included in this total.

On completion of the transfer of all male prisoners from Victoria Gaol and Lai Chi Kok Prison there were 2,215 prisoners in the Prison at Stanley; by November 1937 this number had reached the high figure of 2,757.

On the 1st of January, 1938, there were in the Prison 18 European, 8 Indian and 2,313 Chinese prisoners—a total of 2,339.

The highest number of male prisoners recorded in 1938 was 2,908 on the 23rd of December. On the 31st of December the number was 2,848.

Thus, from the outset, the Hong Kong Prison at Stanley was grossly overcrowded and it has remained so ever since.

The authorized establishment of Subordinate Staff for 1938 was:—

European Officers	65
Indian Officers	235
Chinese Staff	55
Male Staff	355
Female Officers	28
Total Subordinate Staff	383

The total number of persons committed to prison in the year 1938 was 15,046 as compared with 17,088 in 1937. The daily average number of prisoners in the prisons in 1938 was

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2,556. The highest previous average was 2,493 in 1937. Over 85% of prisoners admitted are persons born outside the Colony. The percentage of convicted prisoners admitted to prison with previous convictions recorded against them was 24.3 as compared with 21.6 in 1937 and 15.9 in 1936. The percentage of male prisoners with previous convictions was 26.1.

No measures exist at present for the mental training of prisoners. Prisoners may, however, purchase books for their own use; they also have access to books, English and Chinese, from the prisoners' library.

Spiritual training is confined to visits paid on Sundays by officially appointed Chaplains and by approved preachers and laymen.

The confinement and training of young offenders is carried out in the Juvenile Remand Home in Hong Kong. The Home is administered by the Commissioner of Police. The establishment of an institution to be run somewhat on the lines of an English Borstal institution is under consideration.

No system of after-care is in operation. After-care would present peculiar difficulties in this Colony where a large number of prisoners who are not British subjects are banished to South China on release. Apart from this, with the present large influx of refugees, so much help is required for the poorer class of Chinese in Hong Kong that public support for the introduction of a system of after-care for released prisoners could hardly be expected at the present time.

The health of the prisoners generally was well maintained and the discipline in the prisons was good.

Prisoners are employed in printing, bookbinding, shoe-making tinsmithing, mat-making, tailoring, carpentering, weaving, gardening, laundry work, cleaning and minor repairs to buildings. The bulk of Government printing and bookbinding is done in Hong Kong Prison.

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The total cost of each prisoner per annum (average) was $276.10.

The cost of feeding each prisoner per annum (average) was $92.68.

An estimate of the pecuniary value of an average prisoner's work, calculated on the basis of the work performed which has a definite monetary value as apart from domestic prison tasks or other unproductive employment, was $123.36 per annum.

Remand Homes.

During the year 218 boys underwent sentences of detention for various crimes at the Remand Home for Juveniles (Boys), and 71 girls underwent detention at the Remand Home for Girls. These institutions are not under prison administration. The boys are given instruction in elementary reading and writing and in rattan work. The girls are given employment in housework, laundry, and making and mending clothes. There are recreation facilities at both Homes.

There are four Probation Officers, two males and two females, attached to the Homes.

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CHAPTER XIV.

Legislation.

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CHAPTER XIV.

Legislation.

Twenty-nine Ordinances were passed during the year 1938. These, and also the Regulations, Rules, By-Laws and other subordinate legislation enacted during 1938, are published in a separate volume by the Government Printers. The twenty-nine Ordinances comprised two appropriations, three replacement, twenty-one amendment Ordinances, and three Ordinances which were new to the Colony.

The Appropriation Ordinance, (No. 22), applied a sum not exceeding $29,327,294 to the public service for the year 1938, and Ordinance No. 7 appropriated a supplementary sum of $774,321.44 to defray the charges of the year 1937.

The three replacement Ordinances were:

(1) The Protection of Women and Girls Ordinance, 1938 (No. 5). This Ordinance, which replaced the Protection of Women and Girls Ordinance, 1897 (No. 4) and its amending Ordinances, re-enacted them after a close scrutiny and revision of every clause in the light of the recommendations in the Report of the Mui Tsai Commission and in the light of experience gained from the working of these Ordinances.

(2) The Sedition Ordinance, 1938 (No. 13). This Ordinance, which replaced the Seditious Publications Ordinance, 1914 (No. 6), is based upon a model Ordinance compiled by direction of the Secretary of State. It clarifies and brings up-to-date the law relating to sedition previously in force in the Colony as contained in the Seditious Publications Ordinance, 1914 (No. 6), regulations under the Emergency Regulations Ordinance, 1922, and the common law.

(3) The Waterworks Ordinance, 1938 (No. 20). This Ordinance replaced the Waterworks Ordinance, 1903 (No. 16) and the regulations made thereunder, and is more in accordance

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with modern requirements than the 1903 Ordinance.

The twenty-one amending Ordinances covered a wide range of subjects, namely—Asiatic Emigration (No. 2), Empire Preference (Nos. 3 and 29), Vaccination (No. 4), Merchandise Marks (No. 8), Bankruptcy (No. 9), Dentistry (No. 10), Registration of Persons (Nos. 11 and 26), Sand (No. 12), Female Domestic Service (No. 15), Offences Against the Person (No. 16), Dangerous Drugs (No. 17), New Territories Regulation (No. 18), Stamp (No. 19), Rating (No. 21), Land Registration (No. 23), Pharmacy and Poisons (No. 24), Dollar Currency Notes (No. 25), Police Force and Peace Preservation (No. 27), Sedition (No. 28).

The Ordinances new to the Colony were:—

(1) Gasholders Examination (No. 1);

(2) Prevention of Eviction (No. 6);

(3) Prohibited Publications (No. 14).

Ordinance No. 1 made provision for the periodical examination of gasholders. Ordinance No. 6 restricted the rights of landlords to possession of dwelling-houses in certain cases. Ordinance No. 14 substituted new provisions for the provisions in the Seditious Publications Ordinance, No. 6 of 1914, dealing with the importation of seditious literature.

The subsidiary legislation covered a wide range of subjects including—

Adulterated Food and Drugs, Air Navigation, Asylums, Basel Evangelical Missionary Society Incorporation, Buildings, Companies, Dangerous Goods, Daughters of Charity of the Canossian Institute Incorporation, Dentistry, Emergency Regulations, Evidence, Female Domestic Service, Gasholders Examination, Jury, Lighting Control, Liquors, Marriage, Medical Registration, Merchant Shipping, Midwives, Naval Volunteer, New Territories Regulation, Nurses Registration, Nursing and Maternity Homes Registration, Pensions, Pharmacy and Poisons,

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Pleasure Ground and Bathing Places Regulations, Police Force, Post Office, Prisons, Protection of Women and Girls, Public Health (Food and Sanitation), Public Officers (Changes of Style), Public Reclamations Validation and Clauses, Quarantine and Prevention of Disease, Rating, Rating (Refunds), Rope Company's Tramway, Telecommunication, Trade Marks, Tramway, Vaccination, Volunteer.

Factory legislation in the Colony is limited to a single ordinance, The Factories and Workshops Ordinance, No. 18 of 1937, which came into operation on the 1st of January, 1938. There is no legislative provision for compensation for accidents nor for sickness and old age. The introduction of legislation dealing with workmen's compensation is at present under consideration.

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CHAPTER XV.

Banking, Currency, Weights & Measures.

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CHAPTER XV.

Banking, Currency, Weights & Measures.

The Colony is well served by banking institutions, including branches of English, American, French, Netherlands, Japanese and Chinese banks. Besides the fourteen banks which are members of the Clearing House, there are several Chinese Banks. Many native *Hongs* do some banking business. There are no banks which devote themselves especially to agricultural and co-operative banking. The Hong Kong and Shanghai Banking Corporation conducts, in addition to its normal banking activities, the business of the Hong Kong Savings Bank on usual savings bank principles. The credit and repute of the Colony's financial institutions are high and it is satisfactory to know that ample encouragement and support are available to finance any possible demand.

The currency of the Colony, which was formerly based on silver, underwent very important changes at the end of 1935. The unit of currency is the Hong Kong dollar, divided into 100 cents. Until 1935 its exchange value fluctuated with the price of silver; but since the passing of the Currency Ordinance on the 5th of December, 1935, the value of the dollar is controlled by an Exchange Fund, which has power to buy and sell foreign exchange, and has taken over the silver formerly held against their issues by the note-issuing banks, in return for certificates of indebtedness against which the Fund may hold bullion, foreign exchange or approved securities. At the 30th of June, 1938 (the latest date for which figures have been made public) the Fund had issued Certificates of Indebtedness to the value of $191,034,887, which is equivalent to £11,914,806 @ 1/2$\frac{31}{32}$d, the middle market rate on that day. The total assets of the Fund amounted to £13,012,872.

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The legal tender currency of the Colony is now as follows:—

(*a*) Bank notes, the excess of which over the fiduciary issue of each bank is now backed by certificates, not by silver as formerly:—

at 31.12.38.

(*i*) Chartered Bank of India, Australia and China $24,852,657

(*ii*) Hong Kong & Shanghai Banking Corporation $210,197,678

(*iii*) Mercantile Bank of India $4,441,620

(*b*) Government $1 notes, of which $5,571,000 had been issued up to the end of 1938.

(*c*) 10 cent and 5 cent cupro-nickel coins, and 10 cent and 5 cent nickel coins with the security rim.

(*d*) 1 cent copper coins.

(*e*) .800 fine silver sub-coin (10 cent and 5 cent pieces, and a few 50 and 20 cent pieces), which has either remained in circulation in the Colony or filters back into it from the mainland of China, is still legal tender in the Colony. Sub-coin is legal tender only up to an amount of $2.00.

The currency situation remained stable during the year. The fluctuations in the exchange rate, controlled by the Exchange Fund, were small. The official rate quoted by the Hong Kong & Shanghai Banking Corporation for the sale of sterling varied between a maximum of $1/2\frac{7}{8}$ and a minimum of $1/2\frac{19}{32}$ on the 20th of March. For eight months of the year the quotation was at the maximum rate. The fall in exchange in the Spring was due to the temporary disturbance caused by the sharp decline in the value of the Shanghai dollar which commenced then. Market rates were, in general, somewhat higher than the official rates quoted above.

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The weights and measures in use in the Colony are defined in the Schedule to Ordinance No. 2 of 1885. They consist of the standards in use in the United Kingdom and of the following Chinese Weights and Measures:—

1 fan (candareen)	=	0.0133 ounces avoirdupois.
1 tsin (mace)	=	.133 ounces avoirdupois.
1 leung (tael)	=	1.33 ounces avoirdupois.
1 kan (catty)	=	1.33 pounds avoirdupois.
1 tam (picul)	=	133.33 pounds avoirdupois.
1 chek (foot)	=	$14\frac{5}{8}$ English inches divided into 10 tsun (inches) and each tsun into ten fan or tenths.

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CHAPTER XVI.

Public Finance and Taxation.

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CHAPTER XVI.

Public Finance and Taxation.

The following tables show the Revenue and Expenditure for the five years 1934 to 1938 inclusive.

	Revenue.	Expenditure.	Surplus.	Deficit.
1934	$29,574,286	$31,149,156	—	$1,574,870
1935	28,430,550	28,291,636	$ 138,914	—
1936	30,042,984	29,513,520	529,464	—
1937	33,196,368	32,111,222	1,085,146	—
1938	36,735,854	37,175,897	—	440,043

The estimates for 1938 provided for a deficit of $3,124,629, revenue being put at $30,254,920 and expenditure at $33,379,549. No new or increased taxes were imposed during the year. The increase in revenue was due to the diversion of a large proportion of China's trade to ports trading through Hong Kong, which continued through the greater part of 1938, and to the general increase of the Colony's population owing to an influx of refugees which reached its maximum in the latter months of the year. The effect of this increase in population is most clearly seen in the receipts from rates and from import, betting and entertainment duties.

The situation in China and its direct or indirect repercussions on the Colony, particularly as regards emergency relief and two epidemics of disease, were responsible for the large proportion of the increase in expenditure. A new system of accounting, directed by the Secretary of State, and a revision of the method of payment of the Military Contribution also had the effect of weighting the 1938 expenditure in a manner which had not been foreseen when the estimates were prepared, though future liabilities were thereby reduced.

The Public Debt of the Colony at the 31st of December, 1938, was $16,598,000, consisting of two issues: the 4% Conversion Loan of $4,838,000, raised in 1933, the sinking fund

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of which amounted, on the 31st of December, 1938, to £66,937. 7. 4; and the 3½% Dollar Loan raised in July, 1934. This latter loan is redeemable by drawings at par in each of the twenty-five years commencing in 1935 at the annual rate of one twenty-fifth of such issue. The amount outstanding at the 31st of December, 1938, was thus reduced to $11,760,000.

The Assets and Liabilities of the Colony on the 31st of December, 1938, are shewn in the following statement:—

Liabilities.	$ c.	Assets.	$ c.
Deposits :—		Advances :—	
		Miscellaneous	53,443.81
		Pending Re-imbursements from 3½% dollar loan	10,926,056.46
Contractors and Officers Deposits...$ 519,585.00		Pending Re-imbursements from proposed new loan	1,077,333.06
		Imprest Account	10,420.17
Insurance Companies 1,678,641.62		Subsidiary Coin	90,625.00
		Suspense Account	26,438.25
Miscellaneous Deposits... 1,486,256.87	3,684,483.49	Note Issue Account :—	
		Current Account.. $1,480,119.62	
		Fixed Deposit... 4,000,000.00	
			5,480,119.62
Government House and City Development Fund	839,704.12		
		Nickel Coinage Account :—	
King George V Memorial Fund	158,368.56	Current Account....$ 206,860.45	
		Sterling Investment Account.... 1,286,208.61	
			1,493,069.05
Exchange Adjustment ...	26,092.39		
Praya East Reclamation ..	74,089.39	Cash :—	
		Accountant-General	422,048.64
Note Security Fund	5,480,119.62	Crown Agents	18,827.76
		*Joint Colonial Fund ...	2,871,932.78
Nickel Coinage Security Fund	1,493,069.06		
		Fixed Deposits :—	
		General.... $1,050,000.00	
Total Liabilities ...	11,755,926.63	Insurance Companies 1,678,641.62	
		Miscellaneous..... 119,205.37	
General Revenue Balance.	13,562,234.97		2,847,846.99
Total .....$	25,318,161.60	Total .....$	25,318,161.60

*Joint Colonial Fund £178,000. 0s. 0d.

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The main heads of taxation enforced in the Colony, with the yield of each for 1938, are as follows:—

(*a*) Duties on Liquor, Tobacco, Motor Spirit and Perfumed Spirit	($9,105,121.72)
(*b*) Port and Harbour Dues	(532,539.63)
(*c*) Rates (Assessed Taxes)	(5,997,110.00)
(*d*) Estate Duty	(1,220,854.17)
(*e*) Stamp Duties	(2,324,948.76)
(*f*) Entertainment Tax	(320,027.86)
(*g*) Betting Tax	(238,274.89)
(*h*) Miscellaneous Licences	(2,451,313.97)

Considerable revenue is, however, derived from sources not strictly classifiable as taxation, *i.e.*

Excess Water Supply	($2,315,668.20)
Post Office	(2,918,028.82)
Kowloon-Canton Railway	(1,782,287.74)
Land Sales	(1,199,510.47)

The largest item of revenue is derived from the assessment tax (Rates). The sum collected during 1938 represents 16.32% of the total revenue. There is a general rate of 15% plus a water rate of 2% on assessed rateable value. Properties in outlying districts which have unfiltered water pay a water rate of 1%, and this rate is remitted altogether if no water is available.

There is no general customs tariff in Hong Kong, import duties being confined to liquor, tobacco, motor spirit and perfumed spirit. There is no export tariff. The sale of opium is a Government Monopoly, and all importation of opium other than by Government is prohibited. The importation of dangerous drugs is regulated in accordance with the terms of the Geneva Convention. Arms, ammunition, explosives and dangerous goods are subject to the normal Harbour and Police Regulations in regard to storage and movement. A special

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Foreign Registration fee of 20% of the value of a motor vehicle is payable in respect of any vehicle not produced within the British Empire.

The duties on imported liquor range from $0.80 per gallon on beer to $1.50 on Chinese liquor and to $13 on sparkling European wines. A 50% reduction in duty is allowed in respect of brandy grown or produced within the British Empire.

The duties on tobacco range from $0.90 per lb. on the lowest taxed unmanufactured tobacco to $2.60 per lb. on cigars. A reduction in duty is allowed on tobacco of Empire origin and/or of Empire manufacture.

A duty of 30 cents per gallon is payable on all light oils imported into the Colony.

The only form of excise duty is the tax on locally manufactured liquor.

Stamp duties are imposed on various instruments and, where a consideration is involved, are mainly *ad valorem*. The following are examples of the duties charged:—Affidavits, Statutory Declarations, etc., $3; Bills of Exchange (inward) and Cheques, 10 cents; Bills of Lading, 15 cents when freight is under $5, 40 cents when freight is $5 or over; Bond to secure the payment or repayment of money, 20 cents for every $100 or part thereof; Conveyance on sale, $1 for every $100 or part thereof; Mortgages, principal security, 20 cents for every $100 or part thereof, Life Insurance Policy, 25 cents for every $1,000 insured; Receipts, 10 cents for amounts over $20; Transfer of Shares, 20 cents for every $100 of market value.

No Hut Tax or Poll Tax is imposed in the Colony.

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CHAPTER XVII.

Miscellaneous.

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CHAPTER XVII.

Miscellaneous.

Vice-Admiral Sir Percy Noble, K.C.B., assumed command of the China Station on the 5th of February, 1938. His flag was hoisted in H.M.S. "Cumberland" on that day. From the 24th to the 30th of January Air Chief Marshal Sir Edward Ellington, G.C.B., Marshal and Inspector-General of the Royal Air Force, paid a visit to the Colony as the guest of the Governor. His Excellency Dr. Tamagnini Barbosa, Governor of Macao, paid an official visit to the Governor on the 24th of March. General Wu Te-chen, Chairman of the Kwangtung Provincial Government, arrived in the Colony on the 30th of August on an unofficial visit to the Governor, and was present at a meeting of the Legislative Council on the 1st of September.

The Governor paid an unofficial visit to Canton from the 21st to the 23rd of July.

On Friday, the 7th of January, the Governor officially re-opened the New Nethersole Hospital. The original Nethersole Hospital was founded in 1893 by private enterprise as an institution for women and children. The new building was built at a cost of $200,000 and, together with the adjoining Alice Memorial Hospital, now has accommodation for 100 patients of both sexes.

A Government-controlled Trade School for the training of craftsmen and technicians was opened by the Governor on the 12th of April. The school itself developed from a Junior Technical School which had been run successfully for several years. Full-time courses in wireless-telegraphy, engineering and building are now provided. The Building Contractors Association was largely responsible for this new accommodation for the school.

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On the 30th of June the tenth anniversary of the Hong Kong Broadcasting Studio (ZBW) was celebrated.

A commission to enquire into the general increase in rents was appointed on the 9th of March. Its report was submitted to the Governor on the 2nd of April and was printed as Sessional Paper No. 5 of 1938. The Housing Commission, appointed by Sir William Peel on the 10th of May, 1935, concluded its enquiry on the 16th of March, 1938, and its report was printed as Sessional Paper No. 6 of 1938. A Refugee Camps Committee was appointed in September and a Committee to enquire into the broadening of the basis of taxation in the Colony in December.

New Emergency Regulations for Hong Kong were gazetted on the 12th of October.

An epidemic of small-pox occurred during the month of January. Free vaccination was made available at all Government clinics and with the coming of the warmer weather the epidemic gradually disappeared.

The Empire "All Up" air mail scheme was extended to the Colony by the arrival of two Imperial Airways aeroplanes on the 9th of September. The Air France service for passengers and mails was inaugurated on the 10th of August, and the Eurasia Aviation Corporation commenced a new service from Hong Kong to Kunming on the 13th of June.

Co-operation with the business firms with regard to Air Raid Precautions was commenced in June. A Ladies Air Raid Precautions Union was formed on the 3rd of June, with Lady Northcote as President. Air Raid Precautions drill for women was made available on the 18th of July.

Among the Honours conferred by His Majesty during the year were the following:—

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New Year Honours.

C.B.E. — The Honourable Mr. T. N. Chau.

O.B.E. — Major M. A. Johnson.

King's Police Medal— The Honourable Mr. T. H. King.

Birthday Honours.

Kt. — The Honourable Mr. R. H. Kotewall. C.M.G., LL.D.

O.B.E. — Mr. J. H. Taggart.

O.B.E. — Dr. R. B. Jackson.

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APPENDIX I.

List of Publications of General Interest Relating to Hong Kong.

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APPENDIX I.

List of Publications of General Interest Relating to Hong Kong.

Title.	Price.	Agents for Sale.
Sessional Papers (Annual)	$2.00	Colonial Secretariat and Government Printers.
Blue Book (Annual)	3.00	Colonial Secretariat, Government Printers and Crown Agents for the Colonies, London.
Ordinances-Ball's Revised Edition (In 6 Volumes) 1844-1923	90.00	Colonial Secretariat, Government Printers and Crown Agents for the Colonies, London.
Regulations of Hong Kong 1844-1925	30.00	Colonial Secretariat.
*Ordinances, Fraser's Revised Edition, 1844-1937	150.00	Government Printers and Crown Agents for the Colonies.
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Historical & Statistical Abstract of the Colony of Hong Kong, 1841-1930	4.00	Colonial Secretariat.

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APPENDIX I.

Publications of General Interest Relating to Hong Kong.

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Title.	Author's Name.	Price.	Agents for Sale.
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APPENDIX II.

Effects of Sino-Japanese Hostilities.

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APPENDIX II.

A note on the effect of the Sino-Japanese Hostilities on the Social and Economic Life of the Colony.

Two effects on Hong Kong of the hostilities in China stand out; the large increase in population due to the influx of refugees and the diversion to the Colony of Chinese trade normally conducted through other ports. The special problem of the destitute refugees is dealt with separately below.

General.

Trade passing through Hong Kong was increased abnormally by the diversion of some of the Yang-tse Valley trade to the Canton-Hankow Railway, linked at the end of 1937 with the Kowloon-Canton Railway; and by the large imports both by rail and by the new road of supplies for the Chinese Government. Early in the year Chinese Maritime Customs returns shewed the Colony to be handling about half the trade of China coming within their purview; the proportion fell later as Shanghai trade revived, but trade in Hong Kong continued brisk until October. With the fall of Canton and the closing of the Pearl River, there was, after October, a sharp fall in trade with South China and grave fears were felt for the Colony's economic future. Although the intense activity of the first nine months of the year was not maintained, business conditions generally were not unsatisfactory owing to an aggregation of various beneficial influences, among which may be mentioned the diversion of part of the Canton trade to indirect channels, the continued diversion to Hong Kong of other branches of China trade (e.g. the tea trade), the development of manufacturing under Imperial Preference and the continued transfer of minor industries from China, and the well-sustained demand of the local market owing to the increase of population. Many of the refugees, it is important to remember, were by no means destitute.

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The increased population had many other effects. There was a rapid fall in the number of vacant tenements. By June, 1938, for practical purposes, all vacant properties had become occupied. A general increase in rents had set in shortly before, and, to protect existing tenants from exploitation, a Prevention of Eviction Ordinance was passed. A considerable demand was shewn for Crown Land for both new residential building and new factories. The general level of prices had risen since the commencement of the hostilities, but during the year under review there was a remarkable absence of severe fluctuation. Fresh vegetables and firewood became scarce after the fall of Canton, but the initial rise in price of these commodities was not maintained.

The yield of most forms of taxation was greatly increased, and the profits of public utility companies and other enterprises operating mainly in the Colony were enhanced by the growing population. The Kowloon-Canton Railway had a prosperous year and, even after the limitation of its activities to British territory after the fall of Canton, it maintained unusually high receipts from local traffic.

The general supply of labour was considerably in excess of demand throughout the year. Crime, particularly in the various forms of larceny, not unnaturally increased with the entry into the Colony of large numbers of destitutes. Hospitals were overcrowded throughout the year.

Tourist traffic shewed a slight falling off by comparison with previous years, but this was perhaps more than compensated for by the fact that Hong Kong became the main port of entry into China proper. Hotels and boarding houses were full throughout the year.

Considering that the Japanese operations in South China extended to the very frontier of the Colony it is remarkable that no incidents of a political nature occurred within the Colony

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during the year under review. Outside territorial waters, however, fishing junks were severely harassed, numerous cases of allegedly unwarranted attack being reported to the Government.

Relief Measures.

By the end of 1937 the Shanghai Refugees Committee had practically concluded its work. Most of the non-Chinese refugees from the North had returned to their homes, but the Colony was faced, during the ensuing year, with a much larger influx of Chinese from neighbouring territories consequent upon the Japanese invasion of South China. The various relief organizations in Hong Kong including the Tung Wah Hospitals Committee,—the oldest Chinese charitable institution in the Colony,—the Street Sleepers Shelter Society, the Society for the Protection of Children, the Little Sisters of the Poor, the Salvation Army, etc., did their utmost to cope with the great increase in destitution which resulted from the influx of refugees from the affected parts of China, but their combined resources were quite inadequate to meet the task and Government was obliged to step in and to take over the major part of the burden.

In the earlier part of 1938 the Tung Wah Hospital Authorities were entrusted with the care of homeless and friendless refugees. Several buildings were lent to this body for the purpose, including the former Government Civil Hospital, a portion of the former Victoria Gaol and a building which had served as the Kowloon Magistracy. By May some 2,648 of such refugees were receiving food and shelter in this way. Many thousands were repatriated through the good offices of the authorities in question, a total of over 30,000 being reached between July, 1937, and June, 1938. Needless to say, this number formed but a small proportion of those who sought asylum in these territories. Tens of thousands of refugees

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packed into the already crowded tenements and the average number of persons to each floor of the typical three-storied Chinese houses rose from an average of eighteen to sixty. Many could find no accommodation and slept in the streets. A census taken in June, 1938, by the Police Department estimated the number of street sleepers at 27,000. Sanitary conditions deteriorated as might be expected and a severe outbreak of cholera was superimposed on an even more severe epidemic of small-pox. To relieve these conditions Government decided to undertake a scheme for the housing of some 5,000 persons in the urban area. Three camps were built, one on the Island at North Point, a second at Ma Tau Chung and a third at King's Park,—the last two being situated on the mainland. These camps were designed to hold about 5,000 persons and cost about $500,000 to build.

The administrative, medical and health duties of the camps were the responsibility of the Director of Medical Services and his staff, with the assistance of a Committee appointed by the Governor.

Welfare work, education and industrial activities in the camps were handed over to representatives of a voluntary organization—the Emergency Refugee Council—which came into being on the 11th of June, 1938, and which was, later, regarded by Government as the chief co-ordinating body for the refugee relief associations in Hong Kong.

Whilst the urban area camps were being constructed a new situation arose in the rural areas owing to the extension of hostilities to Kwangtung.

The landing of Japanese troops at Bias Bay on the 12th of October, followed by the taking of Canton, nine days later, intensified the refugee problem and many thousands poured across the frontier into the New Territories. A matshed camp was rapidly established at Pat Heung which eventually housed 5,000 refugees.

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Later, as the result of a further extension of the Japanese activities on the Hong Kong-Kwangtung border, additional camps in the form of railway trucks were opened at Fanling close to the border. These provided accommodation for another 3,000 to 4,000 refugees.

A large number of refugees scattered to the villages in the New Territories, being prevented from entering the urban area by a particularly efficient policing system along a line drawn between Taipo and Castle Peak.

The sanitary conditions and lack of housing accommodation and water supply called for concerted action in December. The Emergency Refugee Council, the Wai Yeung Association, the Tung Wah Hospitals Committee and allied Chinese charitable bodies were approached and asked to assist in establishing camps in Chinese territory just across the border. At the same time St. John Ambulance Association was asked to furnish medical aid to the camps in Chinese territory. As the result of intensive propaganda in the New Territories, the bulk of the refugees were induced to return to their villages in Kwangtung. By the end of 1938 there were about four thousand refugees in Government camps in the New Territories apart from those in the towns and villages of the New Territories, and about three thousand in Government camps in the urban area.

In addition, there were in an internment camp rather over 1,100 Chinese soldiers out of an original total of about 1,300 healthy and wounded soldiers who had sought safety in these territories during the operations on the Hong Kong-Kwangtung border at the end of November.

Some idea of the extent of the refugee problem can be gauged from the fact that 305,957 more persons arrived in the Colony by railway and by ocean and river steamer than departed. This figure does not include numbers arriving by

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sampan, junk, ferry, launch and on foot. It represents an addition of more than one third to the normal estimated population of the Colony. As might be expected, a proportion of the cases of cholera, small-pox and cerebro-spinal meningitis which had to be dealt with in the Colony were imported from Kwangtung and other infected parts of China.

One of the more remarkable features of the situation in connexion with the refugee problem in Hong Kong in 1938 was the immediate response on the part of all classes of the community to appeals for help for the refugees. So much was this the case that it was found necessary to warn organizations of the desirability of working through a single co-ordinating voluntary body.

In order to stimulate further the generous response for help for the refugees, not only in the colony but in South China as a whole, in the autumn of 1938 a Hong Kong and South China Branch of a fund called the British Fund for the Relief of Distress in China was opened. Up to the 31st of December, 1938, the total contributions to this branch of the Fund amounted to $389,824.16. The Fund was organized with the idea of centralizing, as far as possible, all charitable efforts at obtaining donations for the relief of distress in South China, including Hong Kong. It did not itself undertake any actual relief work, this being entrusted to such existing relief bodies as were equipped for this purpose, and, in particular, to the Hong Kong Emergency Refugee Council.

On the 14th of December, 1938, a Chinese Sub-Committee of the Fund was appointed to canvass for further subscriptions from the Chinese community.

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BARBADOS FOR 1938-39

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I.—GEOGRAPHY, INCLUDING CLIMATE, AND HISTORY.

Barbados, the most easterly of the West Indian Islands, is situated in latitude 13° 4′ North and longitude 59° 37′ West. In latitude it compares with Madras or the Gambia, but the climate differs from both. The Island is triangular in shape and is 21 miles long by 14 miles across the widest part. It contains approximately 166 square miles, with a population at the end of 1938 of 193,082. It is approximately the size of the Isle of Wight and is said to resemble it in some respects.

Several theories, some extremely fantastic, to account for the name of Barbados have been put forward from time to time, but the one generally accepted is that the name—Los Barbados—was given by a Portuguese mariner who was the first European to visit the Island, the name being derived from the bearded fig trees which he observed on the Island in great numbers.

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The first visit of Englishmen to Barbados is alleged to have taken place in 1605, when the *Olive Blossom* put in there on its way to Guiana, and the crew, finding that it was uninhabited, erected a cross and took possession of the Island in the name of King James.

The first settlement took place in February, 1627. A London merchant, Sir William Courteen, fitted out a colonizing expedition, which landed 80 settlers and founded Holetown in that year.

Letters Patent issued by King Charles I granted to the Earl of Carlisle proprietary rights over all the " Caribbee Islands " in which Barbados appears to have been included.

Later Letters Patent granted Barbados and three other islands to the Earl of Pembroke, in trust for Courteen, and a grant from King James I was also claimed by the Earl of Marlborough.

The disputes which followed were finally decided in 1629 in favour of the Earl of Carlisle, who had already taken forcible steps to secure possession of the Island.

In 1636 Lord Carlisle died, leaving his rights in Barbados and the Caribbee Islands in trust for the payment of his debts with remainder to his son, who in 1647 leased his rights to Lord Willoughby of Parham for 21 years. In 1650 Lord Willoughby assumed the Government of Barbados in the name of the King and caused an Act to be passed recognizing the rights of the King, Lord Carlisle and himself, but in 1652 the Island capitulated to a force despatched by the Commonwealth on terms providing for government by a Governor appointed by the Commonwealth and consequently the extinction of proprietary rule.

At the Restoration the various claims based or secured on the Carlisle Patent revived, but a return to the proprietary system was strongly opposed by the planters, whose titles to land were in many cases defective. After lengthy negotiations a settlement was arrived at based on the surrender of the Carlisle Patent to the Crown and the compensation of the various claims out of a fixed revenue provided by the Colony in return for the confirmation of local land titles. The financial terms of the settlement were laid down by an Order in Council allocating the future revenue of the Caribbee Islands, that is to say, Barbados and the Leeward Islands, to the satisfaction of the claims, after which it was to revert to the Crown. The revenue itself was provided by a $4\frac{1}{2}$ per cent. duty on exports which was imposed by Acts passed by the Barbados Legislature in 1663, and by that of the Leeward Islands in 1664. This duty continued in force and was a constant source of grievance to the Colonies until 1838 when it was abolished by an Act of the Imperial Parliament.

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Natural and climatic conditions give justification to the claim of Barbados to be the healthiest of all West Indian Islands. The Island is much patronized by residents in the neighbouring Colonies, and considerable numbers of visitors from northern climates find it an agreeable change. There is little variation in temperature, the range being generally from 69° to 90° F. and in the cool months—December to May—as low occasionally as 64°. The Island during this time gets the full benefit of the cool north-east trade winds. The hot and rainy season extends from June to November. Sir Charles Lucas in his " Historical Geography of the British Colonies " says, about Barbados:—

> " Lying far out to sea, its climate was better suited to Englishmen than that of the other parts of the western tropics . . . The history of the Island with its long generations of English inhabitants is the most striking exception to the rule that the tropics must be peopled by others than natives of Northern Europe."

Unlike most of the other West Indian Islands, Barbados has never been out of British possession.

The Island lies almost out of the track of hurricanes, although it is a matter of history that these have swept over the Island at far intervals, notably in 1780, 1831 and 1898, doing considerable damage. Earth tremors have been occasionally felt, but severe earthquake shocks have not occurred.

II.—GOVERNMENT.

Barbados possesses a representative Legislature but not full responsible government. The Crown retains only the right of veto on legislation, but the Secretary of State for the Colonies retains the appointment and control of the public officers, except the Colonial Treasurer, who is nominated annually by the House of Assembly and his appointment confirmed by the Governor-in-Executive Committee.

The Legislature consists of the Governor, a Legislative Council of nine members appointed by the King, and a House of Assembly of 24 members, elected biennially on a moderate franchise.

The House of Assembly was constituted as far back as 1639, being first summoned in that year by Governor Hawley, and the names of the members are on record in the Minutes. The Barbados House of Assembly is consequently, with the exception of the British House of Commons and the House of Assembly of Bermuda, the oldest legislative body in the Empire.

For electoral purposes the Island is divided into 12 constituencies, viz., the city of Bridgetown, and the 11 parishes of Saint Michael, Saint George, Christ Church, Saint Philip, Saint

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John, Saint Joseph, Saint Thomas, Saint Andrew, Saint James, Saint Peter and Saint Lucy, each of which returns two members to the General Assembly. The qualifications of members and electors are regulated by the Representation of the People Act, 1901 (No. 2). The qualification of members is set out in section 2 of this Act and is briefly as follows:—

(1) Ownership of 30 acres of land, with a dwelling-house of the value of not less than £300; or

(2) Ownership of any real property of the absolute value of £1,500; or

(3) Beneficial interest in a property the rental value of which is not less than £120 per annum; or

(4) Receipt either personally or by one's wife of an annual income of not less than £200.

The qualification of voters is set out in section 3 of the Act and is briefly as follows:—

(1) Possession of land or freehold property of the annual value of not less than £5 or receipt of rents and profits in respect of such property for at least 12 months prior to claim to be registered; or

(2) Possession of land, house or place of business parochially assessed at £15 per annum; or

(3) Payment of taxes of not less than £2 per annum in respect of Bridgetown, and of not less than £1 per annum in respect of Parochial Constituencies; or

(4) Receipt of salary or income of not less than £50 per annum; or

(5) Recognition as a barrister, solicitor, physician or surgeon; or the holding of a degree of any university of the United Kingdom of Great Britain and Ireland or a testamur from Codrington College; or

(6) Occupation of a house rated at not less than £50 per annum and payment of rent of not less than £15 per annum.

The Ballot Act, 1931 (No. 9) regulates the procedure at elections of members to serve in the General Assembly and in the several Vestries of the Island.

The total number of persons whose names are included in the electoral rolls at the present time is 6,381, and is made up as follows:—

Bridgetown, 952; Saint Michael, 1,945; Christ Church, 1,116; Saint George, 295; Saint Philip, 297; Saint John, 206; Saint Joseph, 227; Saint Andrew, 269; Saint Peter, 230; Saint Lucy, 299; Saint James, 204; Saint Thomas, 341.

The total at the time of the last election—February, 1938—was 6,545.

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The number of persons whose names are included in the electoral rolls bears a ratio of 7·5 per cent. to the total male population, or approximately 10·1 per cent. to the adult male population as shown by the last (1921) census returns.

The executive part of the Government is vested in the Executive Council, appointed by the Crown, and consists of the Governor, the Colonial Secretary and the Attorney General, *ex-officio,* and two other members.

The Executive Committee—appointed under the provisions of the Executive Committee Act, 1891 (No. 24)—consists of the members of the Executive Council, *ex-officio,* one member of the Legislative Council and four members of the House of Assembly, nominated sessionally by the Governor. This body introduces all money votes, prepares the Estimates and initiates all Government measures.

The Attorney General, if elected a member of the House of Assembly, introduces and takes charge of all Government measures in the House. He also serves on many Boards and Committees.

The Solicitor General is a part-time officer. He may be elected a member of the House of Assembly; he also usually serves on many Boards and Committees.

Local administration is in the hands of 11 Parish Boards or Vestries. Each Vestry is elected annually under the provisions of the Representation of the People Act, 1901-2, and the Ballot Act, 1931-9. The Rector of the parish is *ex-officio* Chairman of the Vestry. The functions of the Vestry include the appointment of Guardians for the care of the sick and poor and for the supervision of almshouses, of Commissioners of Health for the control of sanitation, and of Highways Commissioners for the upkeep of roads. To provide funds for these purposes the Vestries levy rates on lands and houses, and taxes on trade, vehicles, draught animals, etc.

III.—POPULATION.

The population on the 31st of December, 1938, was estimated to be 193,082, 87,973 being males and 105,109 females. The increase over the estimated total for 1937 is 2,143 or 1·1 per cent. and is made up as follows:—

Natural increase, births exceeding deaths by	1,584
Immigration exceeding emigration by	559
	2,143

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On the basis of the returns of the last census (1921) the population is made up as follows:—

	Per cent.
White	7
Black	71
Mixed	22

The following shows, with as reasonable a degree of accuracy as can be expected, the estimated numbers in each parish:—

Parish.	Estimated population.
Saint Michael	70,500
Christ Church	26,500
Saint George	14,500
Saint Philip	16,000
Saint John	10,500
Saint James	11,500
Saint Thomas	8,000
Saint Peter	10,000
Saint Lucy	8,500
Saint Joseph	8,500
Saint Andrew	8,500

The density per square mile for the whole island is 1,163.

Marriages.

There were 869 marriages performed during 1938; 607 by the Church of England, 94 by the Methodists, 16 by the Moravians, 16 by the Roman Catholics, 35 by civil authorities, and the remainder (101) by 19 other denominations.

The rate per 1,000 of the estimated population is 9·02.

The percentage of illiteracy among those married continued to decrease: it was for 1938 11·04 as against 12·0 for 1937.

Births and Deaths.

The following are the figures for the last five years:—

Year.	Births.			Deaths.		
	No.	*Rate per M.*	*Illegitimate percentage.*	*No.*	*Rate per M.*	*Percentage uncertified.*
1934 ...	5,380	29·44	57·42	4,176	23·04	2·8
1935 ...	5,315	28·94	59·00	3,702	20·16	1·2
1936	5,933	31·80	59·00	3,459	18·54	1·5
1937 ...	5,670	29·92	58·22	3,511	18·52	1·6
1938 ...	5,327	27·30	59·00	3,743	19·38	1·3

Infant Mortality.

The infant mortality rate has increased from 217 per thousand live births last year to 221. The chief causes of infant mortality are infantile diarrhoea and enteritis, congenital debility and congenital syphilis.

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Immigration and Emigration.

Each year of the past decade shows an increase of immigration over emigration. The increase in 1938 amounted to 559. The average increase for each of the past five years was approximately 798. During 1938 there were 9,733 immigrants as compared with 9,174 emigrants.

To provide an outlet for some of the surplus population a property at Vieux Fort, Saint Lucia, formerly owned by the Vieux Fort Company, was purchased in 1938 by this Government under the authority of Act 1938-19, and a Joint Stock Company with the Governor-in-Executive Committee as sole shareholders was formed to operate the Factory and to establish there a peasant settlement of Barbadians. The property consists of approximately 2,495 acres of arable land and 1,460 acres of other land, and there is a sugar factory capable of producing 2,000 tons of sugar in 15 weeks.

The settlement scheme which it is proposed to develop is one in which the land is divided into two units: one unit will be comprised of the factory and approximately 600 acres of arable land, and the other unit will consist of approximately 1,900 acres of arable land which will accommodate a maximum of 475 families. The holding allotted to each family will consist of 4 acres of arable land, 1 acre of other land and a house, and can be rented or purchased by the smallholder on an instalment basis.

The work of cultivation is steadily progressing and the manufacture of sugar has begun. The labour employed to date, in preliminary and preparatory work, has been mostly Saint Lucian and no Barbadian settlers have yet been sent.

IV.—HEALTH.

General, Principal Causes of Death, etc.

The climate is salubrious and semi-tropical. The maximum temperature varies between 82° Fahr. in the cool months and 90° Fahr. in the hot season, the minimum being between 69° Fahr. and 73° Fahr. The Island is a natural health resort.

Malaria made its appearance in the Island in October, 1927; but since the 17th of October, 1929, no new case has occurred, and no anopheline mosquito larvae have been found since January, 1930.

The causes of death are classified in accordance with the Intermediate International List of Causes of Deaths as adopted for use in England and Wales, Scotland and Northern Ireland, some being further subdivided to meet local requirements.

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The following are the principal diseases or groups of diseases responsible for the mortality:—

Causes.	*Total deaths.*
Syphilis	274*
Diarrhoea and enteritis	424†
Diseases of the heart	294
Diseases of arteries and veins	109
Old age	256
Nephritis	265
Pneumonia	238
Bronchitis	61
Cerebral haemorrhage, etc.	274
Congenital debility	234
Other diseases of early infancy	142
Tuberculosis	164
Pellagra	67
Cancer	173

* Of these 217 were under 5 years of age.
† Of these 379 were under 5 years of age.

Treatment of the Sick, Medical Assistance, etc.

The General Hospital is maintained by the Government and controlled by a Board of Directors. The surgical wards are excellently equipped and work of a very high order is done. Poor patients from any parish (including those suffering from typhoid fever but excluding other infectious diseases) are received and treated free. There are also pay wards of two grades attached. The resident staff consists of one medical superintendent and four house surgeons, a matron, an assistant matron, a tutor sister, a theatre sister, a pay ward sister and 83 local nurses. The visiting staff consists of three visiting surgeons, three assistant visiting surgeons, one ophthalmic surgeon, one assistant ophthalmic surgeon, one ear, nose and throat surgeon, one assistant ear, nose and throat surgeon, one dental surgeon, one radiologist, a masseuse and a bacteriologist and pathologist.

The Government also maintains a well-organized Mental Hospital and a Leper Hospital. Treatment on recognized modern lines is carried out at both institutions. Persons who were inmates of the Leper Hospital and have been discharged as cured are assisted from Government funds if found to be in need.

Each parish maintains an almshouse. These 11 almshouses, besides being places of refuge for the destitute poor, are in most, if not all, instances practically cottage hospitals. Isolation hospitals are also provided by each parish, except Saint Michael, and would be available in time of epidemic disease.

Tuberculosis wards are being erected at a few of the almshouses to provide for better treatment and isolation of patients.

In each parish there is a parochial medical officer (in Saint Michael two) whose duty it is to attend to the sick poor, either

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in their homes or at the almshouse, free or at reduced fees. Dispensaries for the cheap supply of medicine are maintained in seven of the 11 parishes; in the other four the parochial medical officer or a local druggist is paid to supply medicine free.

A baby welfare clinic is conducted voluntarily by a committee of ladies, assisted by a medical practitioner, and does very good work, but is hampered by lack of funds. Grants to it are made annually by the Government (£200, increased from £150) and by the Vestry of Saint Michael (£150).

Venereal disease clinics have been established at the General Hospital by the Government; and by the parochial authorities, with some assistance from the Government clinic, in Saint George, Saint John, Saint James, Saint Thomas, Saint Peter, Saint Lucy, Saint Joseph and Saint Andrew.

The names of 453 persons appeared on the Roll and Register kept under the Midwives and Nurses Registration Act; 117 as midwives and nurses, 264 as midwives only, and 72 as nurses only.

There is a well-equipped Bacteriological and Pathological Laboratory which is maintained by the Government.

The Sanitation Officer conducts a regular inspection of children at the elementary schools. He also holds courses of instruction for sanitary inspectors to enable them to sit for the Examination of the Royal Sanitary Institute.

Organization.

The organization for public health work consists of a Chief Medical Officer, a Sanitation Officer, the General Board of Health, and 11 Boards of Commissioners of Health (one for each parish). The Boards are appointed annually. The Port Health Officer and his assistant are responsible for all quarantine measures.

The General Board of Health employs six inspectors for general work throughout the Island and the Boards of Commissioners of Health employ 69, of whom 25 are in the parish of Saint Michael and 11 in Christ Church. Public measures are carried out by 11 independent Boards of Commissioners of Health, two of which have medical advisers equivalent to a Medical Officer of Health. Their activities can be co-ordinated by the General Board of Health to a limited extent by invitation.

Barbados is a party to the West Indian Inter-colonial Sanitary Convention which regulates quarantine procedure among the British West Indies, excluding Jamaica and British Guiana. The port of Bridgetown has not the necessary organization or equipment to enable Barbados to adhere to the International Sanitary Convention (Paris).

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No examination of the Royal Sanitary Institute was held in the West Indies in 1938. The examinations will be held in British Guiana and Trinidad during the first and latter part of the year 1939.

Drainage Works, etc.

There are very few swampy places in Barbados; no drainage work was undertaken during the year.

V.—HOUSING.

Wage-earners.

The general standard of sanitary arrangements of the cottages of the wage-earning population and peasant proprietors is very low. These cottages, almost invariably constructed of wood with shingled roofs, are small and generally much overcrowded.

About 68 per cent. of the entire population of the Island live in cottages of less than three rooms; the kitchen, if there is one, or other arrangements for cooking, being separate. Very few are provided with sanitary arrangements which can be considered even moderately satisfactory. The letting separately of rooms in a building is not extensively practised except in certain parts of Bridgetown. Labourers on plantations and in factories live near the estates in small detached cottages often owned by themselves, but on rented land. Frequent inspections and the enforcement of the sanitary laws are the means relied on for dealing with the primitive sanitary arrangements in the slum areas. About 75 per cent. of the occupants own the cottages or houses in which they live, but few own the land on which the buildings stand.

A Housing Board has been established under the provisions of the Bridgetown Housing Act, 1936 (No. 61). The Board, after careful examination of existing conditions, submitted a scheme in November, 1938, for the approval and sanction of the Legislature.

Better class of houses, etc.

The better class of house is well constructed and is usually supplied with a water-borne system of sewage disposal with which little, if any, fault can be found. These houses are also in almost every case connected with the Government waterworks system which furnishes a pure and continuous piped supply. There are standposts at which good drinking water can be obtained free of charge throughout the Island. It is rare that any dwelling is situated further than half-a-mile from a stand post.

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VI.—NATURAL RESOURCES.

Barbados contains an area of about 106,000 acres, of which 68,000 acres are under arable cultivation. The remaining area not taken up by roads or houses is too shallow for arable cultivation and is planted in sour grass (*Andropogon pertusus*).

Of the 68,000 acres of arable land, 52,000 acres are cultivated by plantations and the remainder by small-holders.

The following table shows the changes in the ownership of land during the past decade:

Size of holding Acres.	*Number of holdings*		*Increase.*	*Decrease*
	1929	1939		
Over 500	9	6	—	3
100–500	210	200	—	10
20–100	297	74	—	223
5–20	308	421	113	—
3–5	445	517	72	—
1–3	3,387	3,905	518	—
Less than 1	13,899	13,962	63	—
Total	18,555	19,085	766	236

The main exportable products of the Island are dark crystal sugar, muscovado sugar, fancy molasses, choice molasses and vacuum pan molasses, all of which are products of the sugar-cane, and sea island cotton.

The sugar-cane crop reaped in 1938 totalled the equivalent of 111,414 tons of sugar and was made up as follows:—

	Tons.
Dark Crystal Sugar	86,370
Muscovado Sugar	2,748
Fancy Molasses	22,296
Total	111,414

347,350 wine gallons of choice molasses, which is a by-product of muscovado sugar manufacture, and 1,589,259 wine gallons of vacuum pan molasses, which is a by-product of dark crystal sugar manufacture, were exported during 1938.

There were 32,261 acres of cane reaped by plantations in 1938, and it is estimated that 7,000 acres of cane were reaped by small holders.

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The local consumption of sugar is estimated at about 7,000 tons; the remaining production of sugar and molasses is exported.

There were 33 acres of sea island cotton reaped in 1938, which produced 3,253 lb. of lint and 9,772 lb. of seed. All of the cotton lint is exported; the seed is ground locally, the extracted oil being used as a cooking oil and the residue as a stockfeed.

There are 18,805 holdings of less than 30 acres occupied by peasants. These small holders grow sugar-cane as their principal cash crop, but are now being encouraged to grow arrowroot, ginger, vegetables and other " minor " crops which are more lucrative than sugar-cane at present prices.

VII.—COMMERCE.

The trade figures for the year 1938 show a decrease as compared with those of the previous year. The decrease of £133,749 in the value of imports is due mainly to the smaller sugar crop reaped and exported.

Large importation of foodstuffs continues and is essential to meet the requirements of the dense population of the Island. Ground provisions are produced locally, but it is impracticable for climatic and other reasons for the Island to produce those items which constitute the staple foods of its inhabitants, viz., wheat-flour, rice, salted fish and meat.

There are also substantial importations of lumber and cotton piece-goods.

The most important domestic exports are Sugar and Molasses, the export values of which represent approximately 56 per cent. and 41 per cent. of the total value of domestic exports respectively during 1938.

In spite of export limitations, there was a decline in the price of sugar during 1938, due to the lessened demand brought about by unsettled conditions, principally in the Far East. This Colony fell short of the export quota by approximately 10,606 tons as a result of adverse weather conditions.

The Fancy Molasses Control and Marketing Board continued to regulate the production and export of fancy molasses during the year.

A large transhipment business is carried on in Barbados, which forms a convenient base for the distribution of cargo to other West Indian islands. Apart from re-exports of goods actually imported into the Colony, 193,233 packages of intransit cargo were dealt with in 1938.

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The total value of imports, of domestic exports and re-exports for the last five years is shown in the following table:—

Year.	*Imports.*	*Domestic Exports.*	*Re-exports.*
	£	£	£
1934	1,914,554	1,342,986	136,291
1935	1,840,783	999,726	135,410
1936	2,004,484	1,355,809	137,526
1937	2,220,650	1,498,341	148,368
1938	2,086,901	1,218,379	135,576

It will be seen from the figures given above that the visible adverse balance for the year 1938 was £732,946. The large excess of imports over exports is an invariable feature of the trade of the Island and is balanced by interest received on capital invested abroad, remittances from Barbadians who have settled overseas and by tourist traffic.

The following figures show the percentage of the value of total imports provided by the British Empire and foreign countries, and the principal supplying countries, for the last five years:—

	1934. Per cent.	*1935.* Per cent.	*1936.* Per cent.	*1937.* Per cent.	*1938.* Per cent.
(*a*) British Empire	74·7	73·9	75·3	73·1	71·4
Foreign Countries ...	25·3	26·1	24·7	26·9	28·6
(*b*) Principal Supplying Countries:—					
United Kingdom ...	42·3	40·9	42·7	41·2	40·7
Canada	14·4	14·1	14·1	14·5	13·1
United States of America	12·9	11·7	10·4	11·3	11·8

The United Kingdom continues to be the principal country of origin of imports into the Colony.

The percentage of the value of domestic exports to the British Empire, foreign countries and the principal countries of destination for the last five years is as follows:—

	1934. Per cent.	*1935.* Per cent.	*1936.* Per cent.	*1937.* Per cent.	*1938.* Per cent.
(*a*) British Empire	94·6	89·9	93·0	91·7	92·7
Foreign Countries ...	5·4	10·1	7·0	8·3	7·3
(*b*) Principal countries of destination:—					
United Kingdom ...	12·8	3·2	32·2	43·7	46·6
Canada	76·0	79·0	56·2	45·0	41·6
Newfoundland ...	3·3	5·2	2·6	1·7	2·7
United States of America	4·9	9·3	6·5	8·1	7·0

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Reference to the above table shows that the United Kingdom has displaced Canada as the largest purchaser of domestic exports, having taken in 1938 46·6 per cent., Canada being next with 41·6 per cent.

The values and quantities of the principal imports (other than bullion and specie) for the last two years, and the principal sources of supply, are shown below:—

Article.		*1937.*	*1938.*	*Principal sources of supply.*
Apparel — other than Socks and Stockings.	value £	45,040	45,069	Japan, United Kingdom, U.S.A., Hong Kong.
Boots and Shoes ...	prs.	392,220	226,090	United Kingdom,
	value £	45,305	35,456	Hong Kong, Canada.
Cotton Piece Goods ...	sq. yd.	2,888,224	3,302,286	United Kingdom.
	value £	72,945	80,419	
Cotton Manufactures other than Apparel.	value £	69,698	58,667	United Kingdom.
Bags and Sacks—	No.	1,050,718	967,112	India.
empty.	value £	23,115	20,790	
Butter	lb.	525,865	643,999	France, United
	value £	32,866	40,250	Kingdom, Eire, Northern Ireland, New Zealand.
Cornmeal	bags	24,786	25,264	U.S.A.
	value £	18,589	20,212	
Electrical Apparatus ...	value £	54,048	36,056	United Kingdom, U.S.A.
Fish, dried, salted or smoked.	qtl.	48,252	50,039	Newfoundland,
	value £	63,934	55,043	Canada.
Flour	bags	78,468	85,352	(1937) Canada,
	value £	94,162	93,887	United Kingdom; (1938) United Kingdom, Canada.
Hardware	value £	39,027	37,999	United Kingdom, U.S.A., Germany.
Machinery for the manufacture of Sugar.	value £	71,332	59,823	United Kingdom.
Manures and Fertilisers	tons	10,583	11,556	United Kingdom,
	value £	94,984	108,399	Germany.
Meat :—				
Beef Salted ...	lb.	1,338,145	1,589,691	Argentine, United
	value £	23,417	27,024	Kingdom.
Pork Salted ...	lb.	1,795,650	1,878,325	Canada, Argentine,
	value £	35,913	35,689	U.S.A.
Bacon and Hams ...	lb.	374,151	310,173	Argentine, United
	value £	18,707	15,509	Kingdom.
Motor Cars	No.	332	382	United Kingdom,
	value £	46,312	54,996	Canada.
Motor Spirit	gal.	1,508,513	1,427,764	Trinidad.
	value £	40,855	38,668	
Oilmeal	lb.	10,715,229	9,568,177	U.S.A.
	value £	38,842	38,272	
Rice	lb.	20,845,470	20,372,276	India, British
	value £	92,067	91,678	Guiana.

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Article.		*1937.*	*1938.*	*Principal sources of supply.*
Wood and Timber:—				
Pitch Pine	ft.	2,715,089	2,107,682	U.S.A., Canada.
	value £	34,127	26,331	
Other kinds (including Douglas Fir, White Pine, etc.)	ft.	7,676,767	4,696,218	Canada.
	value £	65,711	34,366	

The quantities and values of the principal domestic exports for the last two years are as follows:—

		1937.	*1938.*
Sugar	tons	100,806	80,912
	value £	911,255	683,099
Molasses	gal.	10,077,390	8,569,054
	value £	554,889	505,977
Rum	gal.	108,217	105,047
	value £	10,223	9,848
Cotton	lb.	10,841	4,049
	value £	747	233

In the year 1933 the quantity of rum exported amounted to 41,926 gallons. The figures given above for 1937 and 1938 show that a marked improvement has taken place in the export trade in this commodity.

The following figures show the values and quantities of the principal re-exports (other than bullion and specie) for the last two years:—

Article.		*1937.*	*1938.*
Apparel	value £	3,950	1,715
Cotton Piece Goods	sq. yd.	413,754	296,937
	value £	7,972	5,597
Cotton Manufactures other than Apparel	value £	39,446	35,594
Bags and Sacks—empty	No.	225,780	208,449
	value £	5,115	4,616
Butter and Butter Substitutes:—			
Butter	lb.	50,245	32,100
	value £	3,235	2,066
Margarine	lb.	35,416	23,753
	value £	911	612
Fish, dried, salted or smoked ...	qtl.	13,378	14,957
	value £	18,258	16,946
Flour	bags	2,455	2,310
	value £	3,034	2,617
Rice	lb.	232,164	449,245
	value £	1,056	2,082
Oil Edible	gal.	27,985	35,306
	value £	3,243	3,636

Most of the re-exports go to the British West Indies and British Guiana.

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The imports and exports of bullion and coin and notes for the last five years are as follows:—

IMPORTS.

Year.	*Gold.*	*Silver.*	*Copper.*	*Notes.*
	£	£	£	£
1934	—	1,145	500	72
1935	—	1,150	—	76
1936	—	—	300	73
1937	—	500	490	425
1938	—	15,983	250	224

EXPORTS.

Year.	*Gold.*	*Silver.*	*Copper.*	*Notes.*
	£	£	£	£
1934	543	277	—	—
1935	2,185	80	729	16
1936	1,956	5,450	—	—
1937	1,619	100	275	3
1938	200	4,457	35	—

Tourist Traffic.

The advantages of Barbados as a health resort are becoming better known each year. The Publicity Committee, which receives a grant of £500 per annum from Government in addition to financial support from the trading community, has appointed representatives in the United Kingdom and the Dominion of Canada and New York. For the convenience of visitors there is an Information Bureau at the Customs Landing Warehouse.

The number of tourists who visited the Colony during the year 1938 was 8,295 as compared with 6,014 in 1937. Of these 7,229 arrived in 18 tourist ships carrying out organized cruises to the West Indies and 1,066 were passengers who booked for the round trip in passenger ships which call at Barbados regularly throughout the year. The following table shows the tourist traffic during the past three years:—

Year.	*Tourists Ships.*		*Total Tourists.*
	No.	*Passengers.*	
1936	10	4,407	5,482
1937	13	5,125	6,014
1938	18	7,229	8,295

VIII.—LABOUR.

Supply has always exceeded demand in every department of labour in the Island. The work of cutting the Panama Canal helped considerably to relieve unemployment at that time, as did migration to Cuba when high prices for sugar prevailed. Opportunities for employment in Canada and the United States of America have latterly been very much restricted.

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No census has been taken since 1921. The census report of that year gives the average numbers of persons employed in the principal industries as follows:—

Agriculture	34,157
Industrial, including manufactures, building, etc. ...	23,682
Commerce	13,169
Public Works	1,122

At the end of 1938 it was estimated that 37,500 persons were employed on plantations and that the number employed at any one time was 18,574. It is difficult to estimate the number employed by the peasant proprietor class.

The crop season begins early in February and lasts from 12 to 16 weeks, according to the size of crop, and during that time there is a substantial increase in employment and in the amount of money in circulation.

Engineering and mechanical work has very much improved and openings at the foundries and garages are eagerly sought. The construction of water reservoirs and other public works has given some additional employment.

The Labour (Minimum Wage) Act, 1938-18, came into operation on the 6th of May, 1938. Section 3 provides for the appointment of Advisory Boards. On the 17th of February, 1939, the Governor appointed a Cane-Cutters Wages Committee to consider and make recommendations for the adjustment of the price to be paid to cane-cutters in respect of the present crop; an agreement was arrived at and the prices recommended were published and to a large extent adopted. An unofficial Manual Labour Wages Committee was also formed and is now sitting.

The Employment of Women, Young Persons and Children Act, 1938-42, came into operation on the 13th of July, 1938. This Act is designed to carry out certain Conventions adopted by the International Labour Conference.

The Labour Officer Act, 1938-44, came into operation on the 3rd of August, 1938, and provides for the appointment of a Labour Officer. Section 3 defines his duties and section 4 empowers the Governor-in-Executive Committee to make rules and regulations for the better carrying into effect of the provisions thereof. Provision is made in the estimates for this office.

The Recruiting of Workers Act, 1938-59, came into operation on the 30th of December, 1938. This Act carries out the terms of the Convention adopted by the International Labour Conference in June, 1936.

The following Bills are now before the House of Assembly:—

(1) Bill relating to Trade Unions; and

(2) Bill to provide compensation to be paid to persons injured in the course of their employment.

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During the five years since the Employment Agency was established 7,412 persons have been registered at different times as requiring employment. The Agency has helped to provide the supply of labour required for various schemes towards which assistance has been granted from the Colonial Development Fund and for the work of erection and enlargement of schools under the Education Loan Acts. It has kept registered applicants in touch with prospective employers, and up to the 31st of March, 1939, it has been able to assist 2,563 persons in obtaining employment. Of this number about half have been placed in employment on more than one occasion.

The following figures give some indication of the activities of the Employment Agency during each month of the year 1938-9:—

STATISTICS RELATING TO UNEMPLOYMENT DURING THE YEAR 1938–39

Month.	*Number of unemployed persons on the registers as applicants for employment at the end of the month.*	*Number of applications for labour received by the Agency and remaining unfilled at the end of the month.*	*Total number of applications for employment registered during the month.*	*Number of vacancies notified by employers during the month.*	*Number of vacancies filled during the month.*
April ...	3,640	31	252	111	80
May ...	3,805	16	270	121	105
June ...	3,969	35	290	161	126
July ...	4,043	6	150	80	74
August ...	4,102	8	120	69	61
September ...	4,137	7	103	75	68
October ...	4,135	12	90	95	83
November ...	4,133	8	94	88	80
December ...	4,132	13	80	115	102
January ...	4,149	6	90	79	73
February ...	4,166	6	88	77	71
March ...	4,179	7	98	92	85

IX.—WAGES AND COST OF LIVING.

Wages.

The average rates of wages paid to estate labourers are:—men, 1s. 6d. to 2s. per day; women, 10d. to 1s. 3d. per day; youths, 8d. to 1s. per day. These labourers generally live in houses which they own, but on land belonging to the estates. In the purchase and repair of their houses they receive assistance from their employers who deduct the amounts advanced in instalments from their wages. They pay a small weekly rent for the plots on which their houses are situated.

The activities of the port of Bridgetown furnish employment for a large number of casual labourers. The average wages are

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as follows:—a lighter crew of four men receive from £1 1s. 7½d. to £1 10s. 7½d. per trip according to the size of the lighter when handling general cargo, and from £1 6s. 8d. to £1 13s. 11½d. per trip when handling a cargo of coal. Ships' labourers for general cargo are paid 8s. 4d. each per weekday and 1s. per hour for overtime; on Sundays and Bank Holidays they are paid 12s. 6d. each per day with overtime at the rate of 1s. 3d. per hour; for coal they are paid from 8s. 4d. to 10s. each per week day, and 12s. 6d. each per day on Sundays and Bank Holidays. In each case overtime is at the rate of 1s. 3d. per hour. For molasses they are paid 8s. 4d. each per weekday with overtime at the rate of 1s. per hour. On Sundays and Bank Holidays they are paid 12s. 6d. each per day with overtime at the rate of 1s. 3d. per hour. In steamers' warehouses permanent labourers are paid from £1 5s. to £1 9s. 2d. per week; casual labourers from 4s. 7d. to 5s. 6d. per day. Overtime is at the rate of 10d. per hour. On Sundays and bank holidays they receive 10d. per hour. Women engaged in stowing coal in the coal yards are paid 2s. 1d. per day, a 25 per cent. increase on the rate for the year 1937-8. Boatmen engaged in attending on the loading or discharging of steamers are paid at the rate of 5s. per day with overtime at the rate of 9d. per hour.

The wages of artisans (carpenters, masons and mechanics) are:—foremen from 4s. 2d. to 6s. 3d. per day; others from 3s. to 4s. per day.

Domestic servants in the employ of persons of the upper class are paid wages at the following rates per week:—

Butler	10s. to 15s.
Parlour Maid	7s. to 8s.
Housemaid...	6s. to 8s.
Nurse	6s. to 10s.
Cook	8s. to 12s. 6d.
*Chauffeur	18s. to 26s.
Gardener	8s. to 10s.
Laundress	6s. to 8s.

In the homes of the middle class, an average wage of 12s. 6d. to £1 5s. per month is paid with or without food as the case may be.

Fishermen are recruited from the agricultural class. Some own their boats, and others use the boats of private owners and are given a percentage of the catch.

In the Government clerical service salaries range from £50 per annum for junior cadets to £400 for first class clerks. Heads of Departments, magistrates and judges receive salaries varying from £500 to £600; the salaries of the higher legal and other posts range from £1,000 to £1,200.

* Chauffeurs are supplied with uniforms and money allowance when out at meal hours.

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Police constables are paid from £70 per annum for third-class constables to £135 per annum for sergeants; prison warders from £75 to £125 per annum, chief warder £200 per annum; prison matrons from £45 to £90 per annum, chief matron £150 per annum.

Attendants at the Government Industrial Schools, Mental Hospital and Leper Asylum receive from £40 to £100 per annum for males and £30 to £70 for females; head male attendants from £150 to £200 per annum; head female attendants from £90 to £150 per annum.

Postmen receive from £45 to £65 per annum.

In the Public Works Department the following scales of wages are paid:—

I. *General Works.*—Artisans, 3s. to 4s. per day; labourers, 1s. 9d. to 2s. 6d. per day.

II. *Waterworks.*—Plumbers, 17s. 6d. to 35s. per week; jointers, 15s. per week; tap repairers, 14s. to 17s. per week; district foremen, 16s. 8d. to £1 5s. per week; engine drivers, 3s. to 5s. per day; firemen 2s. 6d. per day; labourers, men, 1s. 9d. to 2s. 6d. per day; women, 1s. to 1s. 3d. per day.

The employees of the *Central Road Board* are paid as follows:—Road overseers, 3s. 9d. to 7s. 6d. per day; roller drivers and mechanics, 4s. 6d. to 5s. per day; artisans, 3s. to 4s. 2d. per day, and by task; labourers, 1s. to 2s. 3½d. per day; watchmen, 12s. 6d. per week.

Cost of Living.

The ordinary prices of necessary commodities are as follows:—

Cornmeal	1½d. per lb.
Sugar (white)	2d. per lb.
Firewood	2s. 6d. per 100 lb.
Milk (condensed)	3d. to 5d. per tin.
Milk (fresh)	2d. to 2½d. per pint.
Rice	1d. to 1½d. per lb.
Beef (salt)	5d. to 6d. per lb.
Beef (fresh)	6d. to 9d. per lb.
Pork (salt)	8d. per lb.
Pork (fresh)	6d. to 9d. per lb.
Mutton (fresh)	1s. to 1s. 3d. per lb.
Flour	1½d. to 2d. per lb.
Salmon	6d. to 1s. 3d. per tin.
Fish (fresh)	8d. to 1s. per lb.
Fish (salt)	2d. to 8d. per lb.
Grain (whole peas)	2d. per pint.
Grain (split peas)	2d. per pint.
Tea	1s. 8d. to 3s. 4d. per lb.
Margarine	10d. to 1s. per lb.
Coffee (grain)	5d. to 8d. per lb.
Coffee (ground)	1s. to 1s. 8d. per lb.
Kerosene Oil	1½d. to 2d. per pint.
Soap (household)	5d. to 8d. per bar.
Cocoa	8d. to 1s. per lb.

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Bread (white)	3½d. to 4d. per lb.
Butter (fresh)	2s. per lb.
Cheese	1s. 6d. per lb.
Eggs	1s. 3d. per doz.

Partly-furnished quarters are provided for the Colonial Secretary and unfurnished quarters for the Director of Agriculture, the Commissioner of Police, and a few other officials, free of rent. Head teachers at the principal schools and, in some instances, unmarried teachers are also provided with free quarters.

The cost of accommodation, including meals, at the principal hotels is from 12s. 6d. a day upwards. Private board and lodging is sometimes obtainable at about £12 per month. Laundry charges in the case of an unmarried officer amount to about £1 10s. a month, and transport to about £5 a month. These figures apply to officers appointed from abroad; local officers can, of course, live more cheaply. Unfurnished or furnished houses in residential districts are not readily obtainable; the normal rent of the former is about £100 a year and of the latter about £150 a year.

The cost of living for the labouring classes is moderate. The price of clothing has decreased during recent years. The staple diet of the labourers is rice, flour, sugar, cornmeal; local crops such as sweet potatoes, yams, cassava and eddoes; fresh and salted fish, pickled pork, beef, margarine, cotton seed oil, milk, eggs, vegetables and fruit.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

The schools of the Island, though largely assisted and, in the case of the elementary schools, entirely maintained by Government grants, are not Government schools in the ordinary sense. They are, however, controlled by a Board of Education consisting of nine persons appointed by the Governor, of whom five must be members of the Legislature, and three persons with educational experience. The inspectors of schools and all save one of the office staff are appointed by the Board. Each elementary school is under the direction of a local committee consisting of the clergyman of the district or of the congregation to which the school is attached, and two others nominated by the Board, but all appointments to the staff must be approved by the Education Board. Contributions towards the maintenance of elementary school buildings are made from parochial funds.

There are three grades of schools recognized by the Board, viz., elementary, of which there were 126 in 1938; second-grade, eight in number, five for boys and three for girls; and three first-grade schools. Second-grade schools differ from first-grade by their lower scale of fees and by the fact that the teaching does

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not aim higher than the standard of the Cambridge Local School Certificate Examination. In the first-grade schools the scope of teaching is of a standard sufficient to enable boys to sit for open scholarships at English Universities. The Cambridge Junior Local Certificate Examination is also taken by pupils of both second-grade and first-grade schools as a test of the work of the schools and in lieu of inspection.

In the elementary schools the average enrolment for 1938 was 27,168 and the average attendance 20,204; an increase of 771 and 622 respectively as compared with the figures for 1937.

No additions have been made during the year to the number of second-grade schools. The average total attendance at the five boys' second-grade schools for 1938 was 512 and at the three girls' second-grade schools 373.

The three first-grade schools are Harrison College and the Lodge School for boys, and Queen's College for girls. The attendance at Harrison College and Queen's College for 1938 was 268 and 184 respectively. The Lodge School in Saint John's parish, with an attendance of 151, is the only school coming within the scope of the education system at which boarders are accommodated. There is, however, at Saint John also a school for girls, the Codrington High School, which accommodates boarders. This school is attended by a number of girls from the various islands of the West Indies. It is a well-conducted private institution.

Codrington College, founded in 1710 under the will of General Christopher Codrington, who was born in Barbados, is under the control of the Society for the Propagation of the Gospel and is affiliated to the University of Durham. Its students are admissible to all Degrees, Licences, and academical ranks in the several faculties of that University. The College staff consists of a Principal and two Professors, who lecture to a number of students varying from 15 to 20. The Government provides at the College two scholarships annually to the value of £40 per annum and tenable for three years. Most of the College buildings were destroyed by fire in April, 1926, but they have been restored and were re-opened in June, 1931. The Legislature voted a sum of £5,000 towards the cost of restoration.

The total grant for educational purposes, exclusive of the cost of the Government Industrial School for boys and the Reformatory for girls, in 1938 was £76,725, of which £1,813 was the cost of office staff; £11,350 grants to first-grade and second-grade schools; £1,330 for university education; £50,852 for elementary schools; £10,397 for the supply of milk and biscuits to elementary school children; and the remainder for incidental expenses.

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School gardens are cultivated at most of the elementary schools; and at the Local Agricultural Exhibition, held annually by the Department of Science and Agriculture for peasant proprietors and school children, there is generally a large display of exhibits from these schools. Carpentry classes are under instruction in 20 schools, and 75 schools provide instruction in other forms of handwork, such as basket-making, fibre-work and brush-making. There are cooking classes at 19 girls' schools, as well as two classes for the instruction of teachers in domestic science. Needlework is taught in all girls' schools. Nearly every rural school has a school garden.

Under the trade apprenticeship bursaries system, prescribed by the Apprenticeship Bursaries Act, 1924 (No. 31), ten apprentices completed their apprenticeship period of five years and the Education Board has issued to them certificates of competence as journeymen tradesmen. The course of training lasts from three to five years according to the trade chosen.

Under the bursaries system the training of apprentices is confined to placing them where they can assist men who are engaged in work themselves, and it is not as yet supplemented by special instruction in theory and drawing, etc. Masters and apprentices are paid allowances varying from £4 to £8 15s. a year from public funds.

The Rawle Training Institute for training elementary teachers is carried on in conjunction with Codrington College. There were six male and six female teachers undergoing training during the year; and since its establishment in 1912, 153 teachers (85 male and 68 female) have passed through the Institute. Of these, 123 (61 male and 62 female) are serving in the Colony. The Institute receives an annual grant of £600 from the Government. The question of creating more ample means for the training of teachers is occupying the attention of the Board of Education.

An Education Loan Act has been passed by the Legislature authorizing the raising of a loan of £80,000 to be expended on erecting new school buildings and a training college for teachers, and on enlarging the existing buildings, for primary and secondary education. Seven new schools have been erected and 28 enlarged and repaired. Work on this scheme is still progressing.

There are 122 boys and 22 girls at the industrial schools. The regular elementary school curriculum is adhered to and, in addition, boys are instructed in carpentry, masonry, tailoring, horticulture and the care of animals and general agriculture; and the girls are taught sewing, laundry work, cooking, simple gardening and fancy needlework (optional).

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There is a brass band at the boys' school. The usual school games are encouraged. Generally speaking, the boys and girls enjoy excellent health. Medical supervision is provided. The staffs of the schools are responsible for the after-care of discharged boys and girls.

Welfare Institutions.

It is the special duty of the Vestry of each parish to provide for the aged, sick and poor, under the authority of the Poor Relief Act, 1892-2. Out-door relief is granted and almshouses (which are for practical purposes equivalent to cottage hospitals) are maintained in each parish. It is one of the functions of the Poor Law Board to see that the Vestries perform their duties in this respect.

The Old Age Pension Act, 1937-48, came into operation during the year. Every person who attains the age of 70 years and fulfils certain unexacting statutory conditions is entitled to receive a sum not exceeding 1s. 6d. per week. The sum of £9,772 was paid to pensioners from the 28th of May, 1938, to the 31st of March, 1939; and the number on the roll at the latter date was 4,095. The sum of £16,500 is provided for the year 1939-40, of which £1,500 is the estimated cost of administration.

There are 191 Friendly Societies on the Register. These societies provide their members with a Christmas bonus and relief in sickness and assist in paying the funeral expenses of members and their dependants. Membership approximates to 55,000, but a large number belong to more than one Society; dependants number about 128,000; and total contributions average £70,000. A half-yearly report is made by the Registrar of Friendly Societies who is one of the Judges of the Assistant Court of Appeal. By a recent Act (1939-1) the auditing of the accounts of these societies has been transferred to the Auditor General.

In addition, there are several private institutions, viz.: the Goodridge Home, the Ladies' Association for the Indigent Sick and Infirm, the Almair Home, the Old Men's Home, the St. Paul's Home, the Bessie Yearwood Home (for orphans) and the Daily Meal School for children, which are supported by voluntary contributions.

A Women's Social Welfare League and its subsidiaries, namely, the Baby Welfare Clinic in Saint Michael (which receives a Government grant of £200 for 1930-40 and a grant of £175 from the Vestry of Saint Michael), the Family Welfare League and the Naval Welfare League, do excellent work. The Naval Welfare League entertains warrant officers, petty officers and ratings of visiting warships.

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A Christ Church Baby Welfare League has also been started; a Government grant of £75 is provided for 1939-40; a grant of £12 10s. 0d. was made by the Vestry of Christ Church in 1938.

The Girls' Industrial Union provides useful training for its members in cookery, sewing, basket-making, fancy work, music, drawing and painting: exhibitions of work are held regularly. The union receives a Government grant of £100 per annum.

The Boy Scouts and Girl Guides organizations play an important part in the life of the Colony. Each receives a Government grant of £80 yearly.

There are well-organized branches of the Young Men's Christian Association (which receives a Government grant of £120 yearly) and there is a Girls' Friendly Society with a hostel.

A Children's Goodwill League, started in 1935, with quarters in Queen's Park, Saint Michael, provides a mid-day meal for poor elementary school children during the school term. The number of children catered for has reached 200; the children also receive medical and dental treatment from practitioners whose services are given free of charge. The League is supported by voluntary contributions and is run by a band of voluntary workers. A Goodwill Baby Creche with quarters in Reed Street, Bridgetown, was started in 1937 in connection with the Children's Goodwill League. The Creche receives a grant from the Vestry of Saint Michael of £75 and a Government grant of £75.

The Young Men's Progressive Club which was formed in 1935 was incorporated by a special Act (1938-27) during the year. Membership has reached nearly 200, drawn largely from among the city clerks. A piece of land for a playfield has been leased; outdoor and indoor games are provided; and in addition there is an orchestra, a concert party, and a debating society.

The principal outdoor games are cricket, football and tennis, and inter-colonial matches are played. Hockey is played at one or two schools; and there is an up-to-date golf club, a chess club, and three cinematograph theatres.

Ample facilities for sea-bathing exist along the southern and western coasts of the Island as well as at isolated spots along the eastern and northern coasts. There are three aquatic clubs and a Royal Yacht Club. Regattas are held regularly.

Queen's Park, Saint Michael, and King George V Playfield Memorial Park, Saint Philip, are open daily to the public.

The Barbados Rifle Association, composed of military and civilian members, is allowed the use of the Government rifle-range (up to 600 yards), and rifle shooting under Bisley and Service conditions is encouraged. Visiting inter-colonial competitions with Trinidad and British Guiana are carried out annually. There is also a Barbados Small-Bore Rifle Club.

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There is a Carnegie Free Library under Government control and supported by public funds. A juvenile branch has been added and a branch at Speightstown.

The Barbados Museum and Historical Society was founded in 1933 and incorporated the same year. The purpose of the Society is to collect, preserve and publish matter relating to the history and antiquities of Barbados and to gather and preserve appropriate articles for a collection. The Museum is open daily. The charge for admission is 6d. for adults except on the first and third Thursdays of each month, when admission is free. No charge is made for children. Thousands of elementary school children, under the care of teachers, have visited the Museum. There is a members' library. A new gallery, called the Harewood Gallery, containing exhibits of marine animal life from the coral reefs and ocean round the Island has recently been opened. There is also a cactus garden and a herbarium. A quarterly journal is published. The Museum is situated at Saint Ann's Garrison on premises leased from the Government which has granted it assistance from its inception. A grant of £100 is provided in the 1939-40 Estimates. The Carnegie Corporation of New York (through the Museums Association of Great Britain) has also made grants amounting to £1,250.

The Barbados Choral Society gave their usual programme of Christmas music at the Cathedral, and organ recitals were given during the year.

The Police Band also played as usual at Hastings Rocks, Queen's Park, Bay Street Esplanade and the Garrison Savannah.

Radio Distribution (Barbados), Limited, inaugurated in May, 1935, distributes programmes daily to its subscribers. Wireless broadcast reception on modern multivalve receivers is fair.

XI.—COMMUNICATIONS AND TRANSPORT.

Roads.

As stated elsewhere in this Report the Island contains approximately 166 square miles of land, all of which is closely cultivated and occupied; and this comparatively small area is served by no less than 268¼ miles of main roads and approximately 270 miles of secondary roads in more or less constant use. With a population approximating 1,200 to the square mile, the problem of maintaining communications has to be approached rather from the aspect of urban than rural conditions.

In 1926 an Act was passed constituting a Central Road Board with power, under certain prescribed conditions, to assume control of and reconstruct the arterial roads radiating from Bridgetown. These roads to a large extent have been put in very good order and resurfaced to render them suitable for the exacting demands of modern traffic.

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Responsibility for the repair and maintenance of the roads in the parishes of Saint Michael, Saint Andrew and Saint Lucy was transferred to the Central Road Board in the years 1927, 1936 and 1937, respectively. Outside these areas, and apart from the main highways, roads other than private roads continue to be maintained by the Highway Commissioners of the parishes concerned.

An Act of 1936 (No. 8) empowers the Central Road Board to take control of and to construct, reconstruct, repair and maintain in repair the roads set out in the Schedule thereto. In 1938-9 10 miles of these roads were taken over and reconstructed at an estimate of £1,400 a mile; £5,970 was voted for the upkeep of 153 miles of arterial roads; £2,815 for administration expenses; £3,000 for improvements and contingencies; and £600 for plant and machinery. A further sum of £4,000 was voted by special resolutions towards the repair of roads and bridges in the parishes of Saint Peter, Saint Lucy and Saint Andrew which were damaged during the heavy rainfall in November, 1938.

Omnibuses.

Owing to the configuration of the land and the improved condition of the roads which are to a large extent tarred, practically the whole Island is accessible to motor traffic.

The City of Bridgetown and suburbs are served by omnibuses running every quarter of an hour at moderate fares not exceeding 1½d. for two miles. Omnibuses leave the termini in Trafalgar Square or Beckwith Place for the seaside districts of Hastings, Rockley, Saint Lawrence, Fontabelle, Black Rock and Payne's Bay, as well as the popular inland residential districts.

The country districts are provided with an adequate daily service.

All omnibuses are now by law under the control of the Transport Board established by the Motor Vehicles and Road Traffic Act, 1937. This Act came into operation on the 7th December, 1937.

Aircraft Landing Ground.

Seawell Aerodrome, Latitude 13° 04½′ N., Longitude 59° 29½′ W.; or 7½ miles 100° from the centre of Bridgetown, is open for use by civil aircraft. The landing ground is situated on a fairly level plateau in extent about two miles in an easterly and westerly direction and about three-quarters of a mile in a northerly and southerly direction. Four runways are being provided, each about 800 to 1,000 yards in length by 500 feet in width; one runway (east and west) is now in use and the remainder are nearing completion. The surrounding country is agricultural land rising to the north, falling steeply to the east and south and more gradually to the west of the aerodrome.

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The distance from Bridgetown to Seawell by road is 11 miles, and motor transport is readily obtainable.

The station is under the control of the Government and there is a fixed scale of landing charges varying, according to the size of the aircraft, from one shilling to 15 shillings.

Except in the case of aircraft carrying out regular scheduled flights, at least two hours' notice of the intended time of arrival should be given.

Seaplane Base.

Carlisle Bay, Latitude 13° 05½′ N.; Longitude 59° 36½′ W., situated about three-quarters of a mile southward of Bridgetown, affords a possible alighting area for seaplanes. This station is open for use by civil aircraft but permission must first be obtained from the Governor of the Colony and the probable time of arrival stated. At least two hours' notice should be given.

Barbados is situated within the limits of the north-east trade winds, and Carlisle Bay provides shelter under normal conditions with winds from the north-east to south-east. It is only on rare occasions that on-shore winds are experienced. A slight swell normally runs in a northerly or north-easterly direction in the outer part of the Bay while towards the head of the Bay the swell sets in-shore.

The landing charge for seaplanes is two shillings and sixpence, irrespective of size.

Posts.

The General Post Office is situated at Bridgetown in the parish of Saint Michael, and transacts all classes of postal business. In each of the other ten parishes there is a branch post office and there is an additional branch office at Saint Lawrence, Christ Church. A parcels C.O.D. system is in force in the Island. There is a house-to-house delivery of mails (where practicable by cycle postmen) from all post offices.

A tri-weekly air mail service is operated by K. L. M. Royal Dutch Airlines to Trinidad.

There is a good mail service in operation between Barbados and Great Britain, Canada, the West Indian Colonies and the United States of America by steamers of the undermentioned lines:—

Between Europe and the West Indies, and Central America:—

Royal Netherlands Line;
Harrison Line;
Hamburg-Amerika Line;
Compagnie-Generale Transatlantique.

Between Canada, Boston and the British West India Colonies, including British Guiana:—

Canadian National Steamship Company.

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Between the United States of America, West Indies and British Guiana:—

Aluminum Line;
Bermuda and West Indies Steamship Company;
Booth Line (South America, West Indies and United States of America);
Ocean Dominion Line;
American Caribbean Steamship Company;
McCormick Steamship Company.

The number of ships bringing and taking mails are given below:—

	Steamers.		*Sailing Ships.*		*H. M. Ships.*	
	1937	*1938*	*1937*	*1938*	*1937*	*1938*
Mails for Barbados ...	489	502	12	21	43	12
Mails from Barbados	442	486	67	50	—	—

Wireless Telegraphy.

External wireless communication is maintained by the wireless telegraph station of Cable and Wireless (West Indies), Limited, at Bridgetown, Barbados.

Telephones.

The Barbados Telephone Company, Limited, provides a telephone service which extends throughout the Colony. The service in Bridgetown and in the surrounding thickly populated area has recently been completely re-constructed with a new central automatic exchange in Bridgetown and a branch exchange of the same type at Saint Lawrence. There are, in addition, two smaller manual branch exchanges in the country districts and the reconstruction and modernisation of these and the associated outside cable plant is now proceeding rapidly. The system consists in all of approximately 2,600 telephones.

Broadcasting.

A Wire Broadcasting (re-distributing) Service is provided by a company styled Radio Distribution (Barbados), Limited, within the thickly-populated area of Bridgetown and its suburbs and in the adjacent residential coastal areas. The Company operates under an agreement dated September, 1934, for an initial period of five years, after which if not terminated, it is subject to continuance on a year to year basis.

Telegraphs.

External telegraphic (cable) communication is provided by Cable and Wireless (West Indies), Limited, Western Telegraph Company and Western Union Telegraph Company.

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Shipping.

The number of vessels which entered the port during the year was 1,097, with a net tonnage of 2,191,793 as compared with 1,015 vessels with a tonnage of 2,055,149 during the previous year. In addition 19 ships of war, 3 fleet auxiliaries, 2 training ships and 15 yachts visited the port. One Royal Dutch airliner landed at the aerodrome.

The number of seamen engaged at the port during the year was 509; 503 were discharged and five were reported as having deserted.

The central position of Barbados secures ample sea communications. Vessels proceeding from England to Trinidad, British Guiana, Jamaica and mainland ports of the north coast of South America, and the Panama Canal, call at Barbados *en route* and again on their return journey to England. Particulars of the steamship lines serving the Colony are given below.

The Harrison Line operate a freight and passenger service sailing from London every four weeks; and a freight service from both London and Liverpool fortnightly and from Glasgow every three weeks.

The Royal Netherlands Steamship Company run two services:—

(*a*) The Colon Line fortnightly from Hamburg via Amsterdam, Boulogne, Dover, Madeira, Barbados, Trinidad, the Spanish Main and Central American Ports. Three of these ships also call at Jamaica. When homeward bound these vessels proceed direct from Barbados to Plymouth, thence via Havre to Amsterdam and Hamburg;

(*b*) The Surinam Line (as from November, 1938) every three weeks, from Amsterdam via Dover to Barbados, Trinidad, British and Dutch Guiana, the Spanish Main and Port-au-Prince to New York. When homeward bound these vessels proceed from Barbados to Maderia, Plymouth, Havre and Amsterdam.

The Hamburg-Amerika Line operate a monthly service sailing from Hamburg via Antwerp, Dover, Cherbourg, Barbados, Trinidad, La Guayra, Puerto Cabello, Curacao, Puerto Colombia, Cartagena, Cristobal to Port Limon. On the return journey these vessels call at Plymouth and Amsterdam.

Freighters of the same Line call at Barbados at irregular intervals when outward bound *en route* to the Spanish Main.

The Compagnie-Generale Transatlantique provide a monthly service from Havre via Southampton, Guadeloupe, Martinique, Barbados, Trinidad, the Spanish Main and Central American ports, and return, calling at Plymouth instead of Southampton.

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This Company also furnishes an inter-colonial service from Martinique, calling at Saint Lucia, Barbados, Trinidad, the Guianas and return.

The Canadian National Steamship Company operate a fortnightly freight and passenger service from Halifax via Boston, Bermuda, the Leeward Islands, Saint Lucia, Barbados, Saint Vincent, Grenada, Trinidad and British Guiana. On the homeward voyage these vessels call at Saint John, N.B. Freight steamers of the same Line, two of which also have passenger accommodation, arrive fortnightly or monthly from Canada and West Indian ports. The sum of £29,000 per annum is contributed by the Colonies affected towards the steamship service. Of this sum £5,000 is paid by Barbados.

The Ocean and Dominion Steamship Corporation (Dominion Service) also provide a fortnightly freight service from Canadian ports.

Freighters chartered by the Canadian Transport Company call at Barbados once a month from Vancouver, B.C.

The McCormick Steamship Corporation operate a monthly freight and passenger service sailing from British Columbia, San Francisco, via the Panama Canal to South American ports returning via Barbados, Trinidad and other West Indian ports.

Communication between New York and Barbados is provided by vessels of the Bermuda and West Indies Steamship Company (Furness Withy) and the American Caribbean Line.

Ships of the Aluminum Line sail fortnightly from New Orleans and call at Gulf ports, Jamaica, Guadeloupe, Martinique and Barbados *en route* to Trinidad and British and Dutch Guiana. On the return journey these ships call at Trinidad and Jamaica.

XII.—PUBLIC WORKS.

The Public Works Department is responsible for the maintenance of waterworks and the construction of new works in connection therewith, for all other Government constructional work, for the maintenance of bridges, wharves, lighthouses and Government buildings, including the military properties. The department is not responsible for the construction and maintenance of roads, other than roads on Government property (see Chapter XI).

Works of importance in progress during the year were:—

(1) The improvement of the water supply, the cost of which is estimated to be £142,000. This is nearing completion, and includes the construction of three new covered service reservoirs each holding over one million gallons; one reservoir is completed and in use.

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(2) The erection of a tuberculosis hospital for the Parish of Christ Church, at an estimated cost of £1,100. Completed.

(3) The construction of an aircraft landing-ground with four runways. Nearing completion and already in use.

(4) The erection of four new elementary school buildings at Richmond, Boscobelle, Trents, and Saint Simons. Completed.

(5) Government Laboratory at Harrison College. In progress.

(6) The erection of a building containing 12 rooms and a large recreation hall to provide additional accommodation for female patients at the Mental Hospital; the erection of one surgery for males and another for females, two kitchens for female and pay wards, and extensions and alterations to provide further accommodation at the Mental Hospital farm. Completed.

(7) The erection of a steel-lined fire- water- and burglar-resisting strongroom, for the Colonial Treasurer and Commissioners of Currency. Completed.

(8) The erection of a Police sub-station at Speightstown. In progress.

(9) Extensive alterations and additions to the Police sub-station at Britton's Hill. Completed.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The Chief Justice is appointed by His Majesty the King and presides over the Superior Courts of the Island, viz., the Courts of Chancery, Common Pleas, Grand Sessions, Vice-Admiralty, Divorce and Matrimonial Causes, Ordinary, Bankruptcy, Escheat and Error. An appeal from the decisions of any of these Courts except the Court of Grand Sessions lies to both the West Indian Court of Appeal and to the Privy Council or to either. In the case of the Court of Grand Sessions the Chief Justice may in his discretion reserve a question of law for decision by the West Indian Court of Appeal. The Chief Justice is also required to sit on appeals to the West Indian Court of Appeal from any of the other Colonies adhering thereto. Section 7 of Act 1936-50 limits the Jurisdiction of the Court of Divorce and Matrimonial Causes.

The Court of Grand Sessions is held three times a year in the months of March, July and November. The Grand Jury have to present true bills for this Court.

There is an Assistant Court of Appeal consisting of two Judges, having jurisdiction as a Court of first instance and as a Court of Review. In its original jurisdiction this Court determines suits between £20 and £50 in amount in cases arising out of

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contract, and between £10 and £50 in cases arising out of tort, and suits in equity not exceeding £500 in value. In its appellate jurisdiction the Court reviews the decisions of the Judge of the Petty Debt Court of Bridgetown and the several Police Magistrates. An appeal from this Court on any point of law as well as of fact lies to the Court of Error.

There is a separate Judge appointed for the Petty Debt Court of Bridgetown with jurisdiction limited to £20 in case of contract and £10 in case of tort.

There are two Police Magistrates appointed for the City and suburbs, and four for the rural districts who are also Judges of the Petty Debt Courts of those districts.

The Juvenile Offenders Act, 1932-22, came into operation on the 1st of September, 1932. Juvenile Courts are thereby established for hearing charges against children (under 14 years) and young persons (14 years and under 16). The method of procedure is also prescribed. The Court can dispose of any charge other than homicide brought against a child without reference to the parent or guardian.

The revised estimate of Expenditure for the legal departments for the year 1938-9 is £14,509.

Police.

The Police Force is composed of a Commissioner, a Deputy Commissioner, three Superintendents (one of whom is also Assistant Superintendent of Fire Brigade), three Assistant Superintendents and 556 non-commissioned officers and men. Of these, one Sergeant-Major and 43 men form the Harbour Police, and their duties are confined to the control of the Harbour.

A Band consisting of 22 non-commissioned officers and men and five cadets, under the direction of a Bandmaster, is attached to the Force.

The Commissioner is Commandant of the Local Forces and is also Superintendent of the Fire Brigade.

Fire Brigade.

The Fire Brigade consists of a foreman and 24 non-commissioned officers and firemen.

Prisons.

Glendairy Prison in the parish of Saint Michael, is the only prison in the Colony and has cellular accommodation for 275 males and 125 females. Male prisoners are classified for the purpose of training and to minimise contamination. Instruction is given in carpentry, tailoring, breadmaking and other crafts. Labour consists of stone-quarrying, stone-breaking and the upkeep of Government lands outside the prison. Female prisoners do the cooking and clothes-washing for the whole prison.

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The Medical Officer visits the prison daily; he examines all prisoners on admission and prescribes for the sick.

The Church of England Chaplain visits the prison three times a week and holds a service on Sundays and Festivals; he is also responsible for the supervision of the schools.

Apart from a mild epidemic of influenza during September, the general health of the prisoners during 1938 was good.

The following is the comparative statement for the last three years:—

	1936	*1937*	*1938*
Total number of persons imprisoned...	962	1,627	1,068
Sentenced to terms of one year or more	23	222	52
Daily average (males)	130	215	320
Daily average (females)	19	33	47

XIV.—LEGISLATION.

Acts.

The following is a list of the more important Acts passed during the period 31st March, 1938, to 19th January, 1939.

1938.

No. 11. An Act to make provision for the partial suspension of the operation of the Police Tax Act, 1891 (1891-29), as regards the tax on land.

No. 12. An Act to amend the Department of Science and Agriculture Act, 1925 (1925-32), as amended by the Department of Science and Agriculture (Amendment) Act, 1935 (1935-63). This Act increased the staff of the Department of Science and Agriculture by providing for the appointment of a Junior Peasants' Agricultural Instructor.

No. 16. An Act to amend the Petroleum (Amendment) Act, 1928, No. 2 (1928-25), as amended by the Petroleum (Amendment) Act, 1929 (1929-21), and by the Petroleum (Amendment) Act, 1930 (1930-8). This Act increased the charge per gallon on withdrawal of volatile petroleum from the Petroleum Warehouse from 3d. in addition to other charges to 6¼d. in addition to such charges. It also increased the charge per gallon on withdrawal of volatile petroleum from any other authorised storehouse from 3d. to 6¼d. The provisions of this Act should be read in conjunction with those of Act No. 17.

No. 17. An Act to amend the Customs Tariff (Amendment) Act, 1926 (1926-25), as amended by the Customs Tariff (Amendment) Act, 1932 (1932-35). This Act reduced the duty on crude petroleum and on motor spirits including benzine, benzoline, petrol, naphtha and petroleum spirits generally. To a certain extent it counteracts the effect of Act No. 16.

No. 18. An Act to make provision for the fixing of a minimum wage for labour.

No. 19. An Act to make provision for the purchase and development of certain properties in the Island of Saint Lucia.

No. 20. An Act to impose a tax on packages imported into this Island.

No. 35. An Act to amend the Teachers Pension Act, 1925 (1925-29). This Act allows a pensionable teacher to elect to receive a gratuity and reduced pension in lieu of an ordinary pension.

No. 36. An Act to amend the Police Act, 1908 (1908-2).

No. 37. An Act to amend the Barbados General Hospital (Amendment) Act, 1925 (1925-33).

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Acts Nos. 36 and 37 have the same effect with regard to members of the Police Force and servants of the Hospital Board respectively as Act No. 35 has with regard to teachers.

No. 42. An Act to carry out certain Conventions relating to the employment of women, young persons and children. This Act imposes restrictions on the employment of children, young persons and women in industrial undertakings.

No. 44. An Act to make provision for the appointment of a Labour Officer.

No. 45. An Act to amend the Education Loan Act, 1935 (1935-63), as amended by the Education Loan (Amendment) Act, 1936, No. 2 (1936-47). This Act provides for further expenditure on erecting additional class rooms in first and second grade and elementary schools.

No. 55. An Act to make provision for the control of the manufacture and export of sugar made in this Island.

No. 58. An Act to amend the Bridgetown Housing Act, 1938 (1938-58). This Act authorises the Housing Board to require the owner of any boarded and shingled house in Bridgetown which stands on less than 1,600 square feet of land to remove such house.

1939.

No. 1. An Act to amend the Friendly Societies Act, 1905 (1905-1). This Act provides that in future the accounts of friendly societies shall be audited by the Auditor-General.

No. 2. An Act to provide for the supervision of the weighing of canes.

No. 3. An Act to amend the Customs Tariff Act, 1921 (1921-20), as amended by the Customs Tariff (Amendment) Act, 1926 (1926-25), and by the Customs Tariff (Amendment) Act, 1932, No. 2 (1932-35). This Act gives effect to a Trade Agreement entered into between the United Kingdom and the United States of America, whereby the High Contracting Parties granted certain reciprocal concessions and advantages in order to facilitate and extend mutual relations of trade and commerce.

Subsidiary Legislation.

Proclamations.

1. Fixing the 1st of April, 1938, as the date of the coming into operation of the Government Currency Notes (Barbados) Act, 1937.

2. Fixing the 16th of April, 1938, as the date of the coming into operation of the Geneva Convention Act, 1937 (Colonies) Order-in-Council, 1937.

3. Fixing the 1st of May, 1938, as the date of the coming into operation of the Old Age Pension Act, 1937.

4. Fixing the 19th of May, 1938, as the date of the coming into operation of the Motor Vehicles and Road Traffic Act, 1937.

5. Proclaiming that Thursday, the 9th of June, 1938, the day appointed for the celebration of the birthday of His Majesty the King, shall be kept as a Bank Holiday.

6. Appointing Sunday, the 3rd of July, 1938, a day of supplication to Almighty God for deliverance from storm and other calamities.

Orders.

1. Order prohibiting the importation of tear gas, gas grenades, lachrymatory bullets or of any equipment for use in connection therewith.

2. Carriage by Air (Parties to Convention) Order, 1938.

3. Importation of Textiles (Quotas) Order, 1938.

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Regulations.

1. The Barbados Fancy Molasses Production and Export Regulations, 1938; and Rates payable in accordance with regulations 5 and 6 thereof.
2. The Public Trustee Rules, 1938.
3. The Old Age Pension Regulations, 1938.
4. The Volunteer Regulations, 1938.
5. The Petroleum (Amendment) Regulations, 1937.
6. Amendment to the Scheme for the establishment and management of the Saint Michael's Girls' School establishing a system of Bursaries.
7. The Motor Vehicles and Road Traffic Regulations, 1938, and amendments thereto.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Three private banks are operating in the Colony—Barclays Bank (Dominion, Colonial and Overseas), the Royal Bank of Canada and the Canadian Bank of Commerce. The paid-up capitals are respectively £4,975,500, $35,000,000 and $30,000,000.

The Government Savings Bank.

There is a Government Savings Bank, in which at the end of the year there were 17,041 depositors, the total sum to their credit being £873,754. The value of the invested funds was £1,040,834. The figures for 1937 were: number of depositors, 16,160; deposits, £843,169; invested funds, £937,587. The number of depositors has increased by 881 and the total amount to their credit by £30,585. The rate of interest paid on deposits is 3 per cent.; since the 30th April, 1933, there has been a limit of £300 on new deposits.

The Peasants' Loan Bank.

The Peasants' Loan Bank was established in 1937 with a capital of £10,000 to be advanced from the Public Treasury as the Bank from time to time shall require.

The objects of the Bank are to make loans for the payment of taxes and labour, for the purchase of artificial manures and to enable peasant proprietors to bring back into cultivation holdings abandoned through lack of capital.

Peasant owners are persons owning 10 acres of land and under.

The Bank is constituted a body corporate. It is controlled by a Board of Directors consisting of five members appointed as follows:—The Director of Agriculture, appointed by the Governor, one member appointed sessionally by the Legislative Council, two members appointed sessionally by the House of Assembly and one member appointed by the Agricultural Society of the Island. The staff at present consists of a Manager.

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The accounts of the Bank are audited by the Auditor General, who forwards to Government a report on such audit. This report is published in the Official Gazette.

During the year 1937-8 loans amounting to £777 18s. 4d. were advanced to 161 persons, and during the year 1938-9 loans amounting to £1,034 3s. 4d. were advanced to 186 persons.

The Sugar Industry Agricultural Bank.

The Sugar Industry Agricultural Bank was established in 1907 and founded on a grant of £80,000 made by the Imperial Treasury in 1902 in order to assist the sugar industry of the Colony.

From the year 1902 to the year 1907 the grant was administered by the Governor-in-Executive Committee assisted by an Advisory Board appointed by the Governor.

The Bank is now controlled by a Board consisting of seven members appointed as follows:—The Colonial Secretary, Chairman, *ex-officio,* one member appointed sessionally by the Legislative Council, four members appointed sessionally by the House of Assembly, and one member appointed by the Agricultural Society of the Colony. The Bank's Auditor is appointed by, and reports annually to, the House of Assembly. The staff, which consists of a manager and one clerk, is appointed by the Board.

The net profit of the Bank for the year ended on the 31st of May, 1938, after deducting expenses, including income tax, trade tax, Government fees for recording and cancelling certificates of loan, and salaries, amounted to £5,348 3s. 6d.

The capital of the Bank at the end of May, 1938, was £247,338, as compared with £241,990 at the corresponding date in 1937.

The expenditure for the year was £2,843 11s. 2d., as compared with £3,093 for the previous year.

Currency.

The only change in the type of currency in circulation during 1938 was the issue of $1.00 and $2.00 Government currency notes on the 8th April. These notes are legal tender throughout the Colony.

Accounts are kept in sterling by Government Departments and in dollars and cents by banking and commercial houses. British coin is legal tender and the chief medium of circulation. The banks issue five-dollar notes equivalent to £1 0s. 10d., the exchange value being fixed at $4.80 to the pound sterling.

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Weights and Measures.

The standard of weights and superficial measure is the same as in the United Kingdom, but the standard measure of capacity is less than the standard measure of capacity in the United Kingdom, the local standard being 231 cubic inches to the gallon (known as the wine gallon).

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The following table shows the revenue and expenditure of the Colony for the past five years:—

	Revenue. £	*Expenditure.* £
1934–5	479,960	414,109
1935–6	530,644	463,147
1936–7	483,142	460,869
1937–8	528,278	546,274
1938–9	559,484	560,038

Included in the figures are several items of capital expenditure which will in due course be transferred to loan account. The balance in the Treasury, apart from the reserve fund set out hereunder, on the 31st March, 1939, was £189,497.

Special Funds.

	£	s.	d.
Public Buildings Insurance Fund	80,182	2	11
Water Boat Renewal Fund...	17,761	7	0
Red Cross Fund	1,053	19	1
Public Officers Security Fund	13,397	0	5
Special Reserve Fund	100,000	0	0
Pension Act, 1925	45,036	19	0
Reparation Payments Fund	4,604	16	0
	£262,036	4	5

Revenue.

The revenue for 1938-9 shows an increase of £31,206 over that of the previous year, the principal heads showing increases being Income Tax (£32,194) and Gasolene Tax (£18,197). The principal decreases in revenue were Customs (£15,059) and Post Office (£12,780). The decrease under all heads was £33,272, and the increase totalled £64,478.

Expenditure.

The expenditure for 1938-9 was £560,038, an increase of £13,764 as compared with that of the previous year. The largest departmental expenditure occurs under the heads

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" Police," " Education," " Medical," " Public Works," " Pensions," " Charges of Debt," " Central Road Board." The expenditure under these heads was as follows:—

	£	*Compared with 1937–8.*	£
Police	61,132	an increase of	10,014
Education	65,297	,,	3,804
Medical	55,225	,,	1,094
Public Works	45,467	,,	4,656
Pensions...	33,963	,,	416
Charges of Debt	23,848	,,	2,374
Central Road Board	25,136	a decrease of	1,777
	£310,068		

The total expenditure of these seven departments, £310,068, represents 55 per cent. of the total administration expenses.

Public Debt.

The Public Debt at the 31st March, 1939, was £449,170, the Sinking Fund on that date being £70,118 as compared with £442,220 and £66,126 respectively in 1938. The loan position at the end of March, 1939, was as follows:—

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Name of Loan.	*Amount of Loan.*	*Amount outstanding.*	*Sinking Fund.*	*Date Redeemable.*	
	£ s. d.	£ s. d.	£ s. d.	£	
Public Loan Act, 1914, and Reimbursement Acts, 1914 and 1916	37,000 0 0	37,000 0 0	15,385 15 2	11,000	1961
				6,000	1963
				20,000	1964
Public Loan Act, 1928	90,000 0 0	90,000 0 0	8,428 8 4	25,000	1941–78
				65,000	1941–78
General Local Loan Act, 1933 (No. 25) and Redemption Acts, 1933, (Nos. 26 and 46).	140,920 0 0	140,920 0 0	38,374 18 7		1944–64
Water Works Loan Act, 1935	155,500 0 0	155,500 0 0	7,088 16 1		1961
Education Loan Act, 1935–63	25,750 0 0	25,750 0 0	840 9 8	18,800	1956–66
				6,950	1958–68
	£449,170 0 0	£449,170 0 0	£70,118 7 10		

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XVII.—MISCELLANEOUS.

The rainfall during the year was the heaviest since 1896. In November, 30 inches were recorded in some of the Leeward Parishes, and there were serious landslides which did much damage to property but none to life. In Saint Andrew, Saint Joseph and Saint Peter roads and bridges were washed away. Sugar-cane and other crops were damaged and water supplies were interrupted. The Legislature immediately voted a sum of £5,000 for the repair of roads and bridges, and a sum of £500 for the relief of distress among the poor whose houses were damaged or had to be removed in consequence of the landslides. A sum of £500 was also raised by private subscriptions and applied to relief. When it was possible for the damage to be accurately assessed a further sum of £4,725 was voted to enable repairs to roads and bridges to be completed.

The first part of the West India Royal Commission, appointed towards the end of the summer of 1938, consisting of Sir Edward Stubbs, G.C.M.G., Vice-Chairman, Sir Percy MacKinnon, Mr. Hubert Henderson, the late Mr. Morgan Jones, M.P., and Dr. Mary Blacklock, with Mr. C. Y. Carstairs as Assistant Secretary, arrived in Barbados on the 14th January. Public sessions began at Queen's House on the 16th January.

The remainder of the Commission consisting of the Right Honourable the Lord Moyne, Chairman, Sir Walter Citrine, K.B.E., Professor F. Engledow, C.M.G., Mr. R. Assheton, M.P., and Dame Rachel Crowdy, with Mr. T. I. K. Lloyd as Secretary, arrived on the 19th January, and (except Mr. Assheton, whose place was taken by Mr. Henderson) left on the 25th January. The sittings of the Commission ended on the afternoon of the 1st February.

The Honourable Mr. G. Laurie Pile, C.B.E., was appointed President of the Legislative Council in succession to the Honourable Sir J. R. Phillips, Kt., O.B.E., who resigned in January, 1938.

The first biennial session of the House of Assembly, which hitherto had been elected annually, opened on the 15th February, 1938, and was prorogued on the 12th January, 1939. The Legislative Session resumed on the 7th February.

The customary observance of Armistice Day was held in the precincts of the Public Buildings; wreaths were laid on the War Memorial.

During 1938 and the spring of 1939, several of his Majesty's Ships including H.M.S. *Ajax,* H.M.S. *Vindictive,* H.M.S. *York* (Flag Ship), and H.M.S. *Dundee* (in which some of the members of the West India Royal Commission travelled) visited the Colony. His Majesty's Canadian Ships *Venture, Saguenay* and

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Skeena also spent some time in Barbados as did the *Davis, Lexington* and *Ranger* of the United States Navy; the Dutch Cruiser *Gelderland* and two submarines; the Danish Training Ship *Danmark* and the German Battleship *Schlesien.*

Honours were conferred by His Majesty the King on the following:—

The Right Reverend D. W. Bentley, D.D., Lord Bishop of Barbados—C.B.E.

Colonel W. S. Dickens, M.B.E., Commissioner of Police—O.B.E.

Mr. G. D. L. Pile, M.C.P.—O.B.E.

Mr. J. Ward, Secretary, Barbados General Hospital—M.B.E.

Mr. J. F. Blackman, Head Teacher, Saint Luke's Boys' School—I.S.M.

Mr. R. T. Goodman, Sergeant-Major, Barbados Police Force—I.S.M.

Miss M. Blenman, Head Teacher, Saint Philip's Girls' School—I.S.M.

Mr. J. A. Small, Foreman Turncock, Public Works Department—I.S.M.

The Governor, Sir Mark Young, K.C.M.G., who had been acting as Governor of Trinidad, returned to the Colony on the 23rd February, 1938, and resumed duty. Sir Mark Young left Barbados on the 2nd March, on appointment as Governor of Tanganyika Territory, and was succeeded by Mr. E. J. Waddington, C.M.G., O.B.E., who arrived in the Colony on the 6th August.

Mr. G. D. Owen, C.M.G., Colonial Secretary, was transferred to British Guiana and was succeeded by Major W. H. Flinn, O.B.E., who arrived in September, 1938.

Mr. Waddington left Barbados on the 20th March, 1939, to assume temporarily the administration of the Government of British Guiana.

The Honourable Lieutenant-Colonel W. Bowring, M.B.E., E.D., relinquished the command of the Barbados Volunteer Force in December, 1938, and was transferred to the Reserve of Officers. He was succeeded as Commanding Officer by Lieutenant-Colonel H. Wilkin, M.B.E., M.C., late of the Queen's Royal West Kent Regiment. Captain R. F. F. Gillespie, South Wales Borderers, assumed duties as Staff Officer and Adjutant in February, 1939.

The Reverend W. M. Richards, Vicar of Saint Matthias, was appointed to be Rector of the parish of St. Michael and Dean of Saint Michael's Cathedral in succession to the Very Reverend A. Shankland, who retired from the office of Dean in October, 1938, and was subsequently appointed to be Archdeacon of Barbados.

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APPENDIX.

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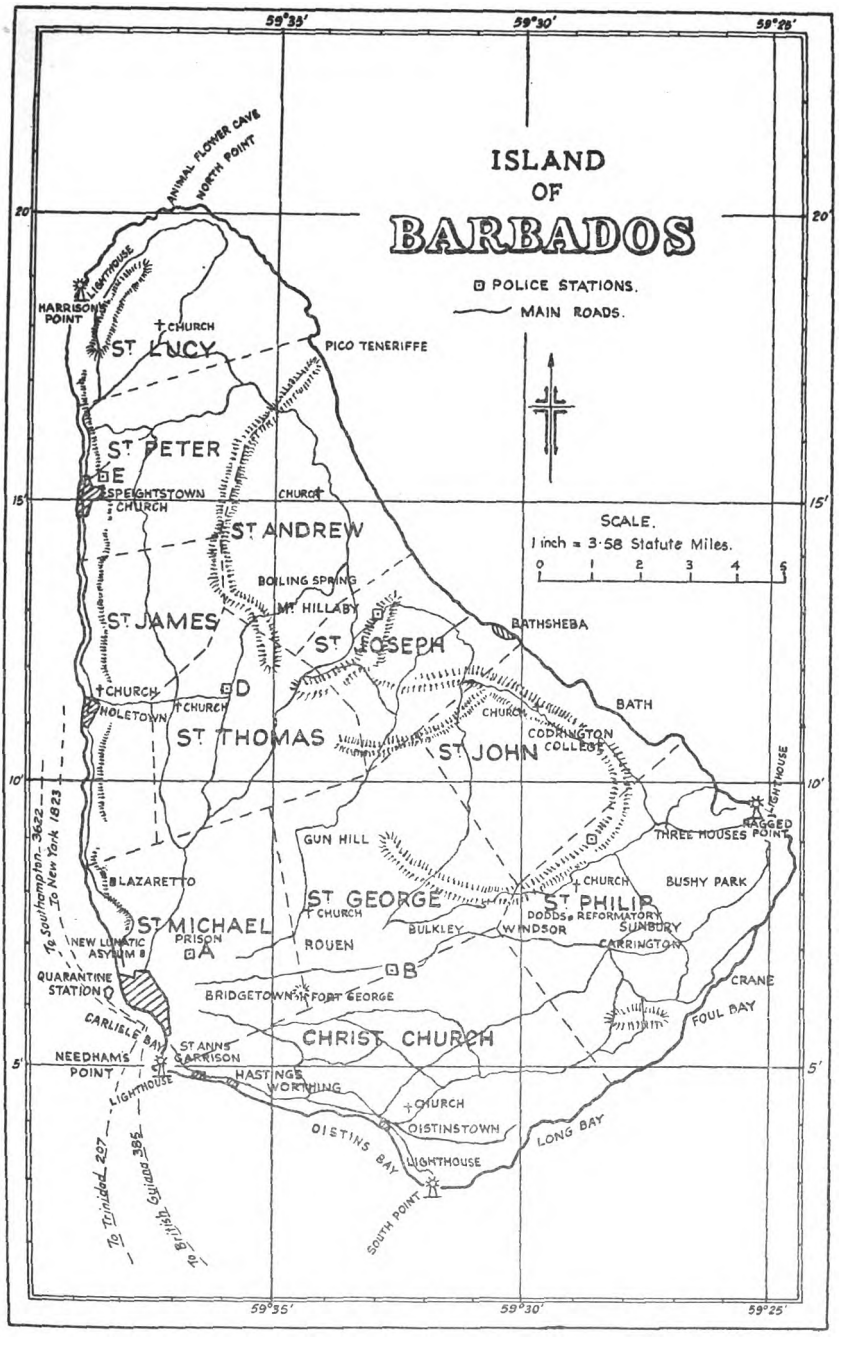
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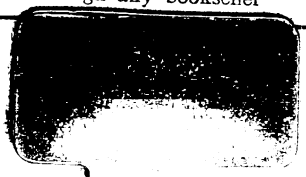
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No. 1912

Annual Report on the Social and Economic Progress of the People of the

STATE OF PERLIS
(Unfederated Malay States)

REPORT FOR THE YEAR A.H. 1357

(3rd March, 1938, to 20th February, 1939)

(For Reports for the years A.H. 1355 (24th March, 1936—13th March, 1937) and A.H. 1356 (14th March, 1937—2nd March, 1938) see Nos. 1832 and 1851 respectively (Price 1s. 6d.).)

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STATE OF PERLIS.

REPORT FOR 1357.

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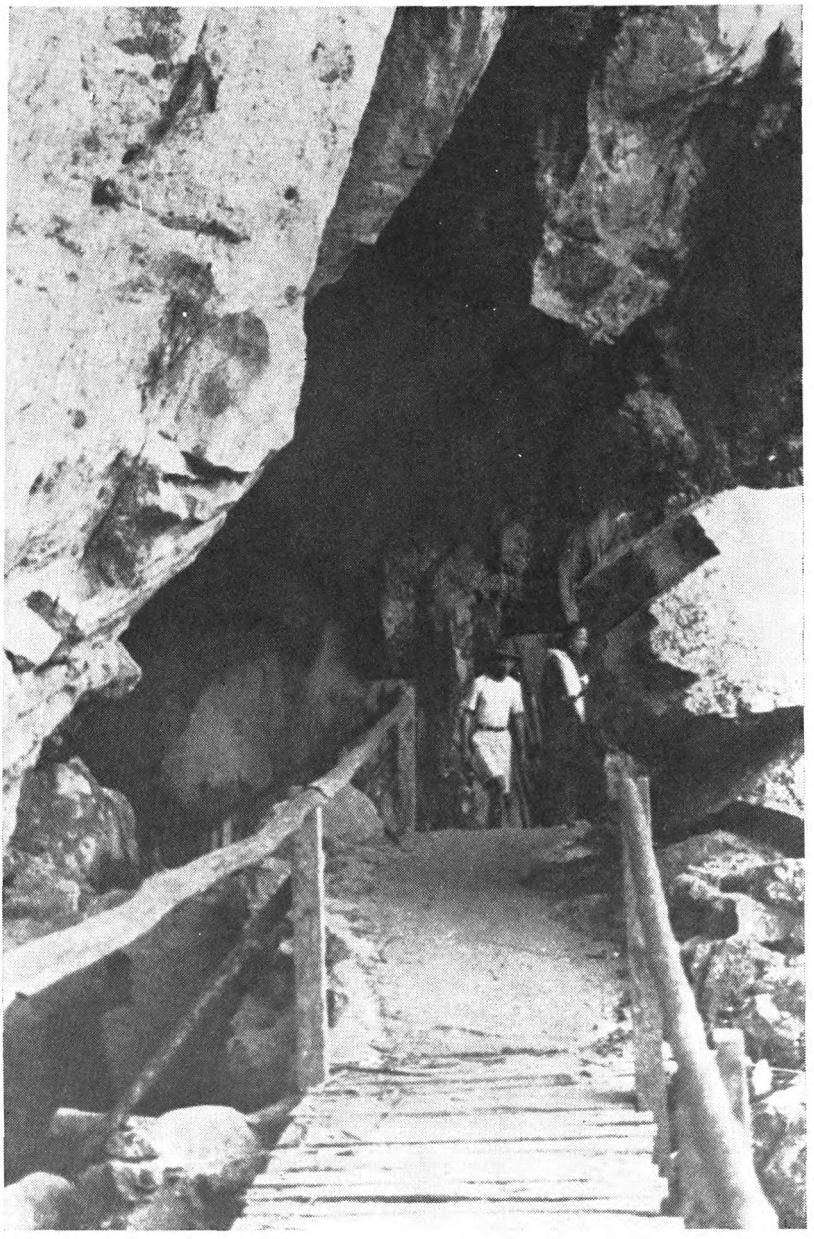
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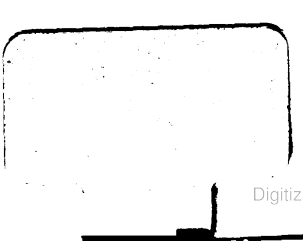
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North entrance of the Kaki Bukit—Wang Tangga Underground Causeway.

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STATE OF PERLIS.

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE STATE OF PERLIS FOR THE YEAR A.H. 1357.

(MARCH 3RD, 1938—FEBRUARY 20TH, 1939).

CHAPTER I

GEOGRAPHY, INCLUDING CLIMATE AND HISTORY.

Perlis is a Malay State on the west coast of the Malay Peninsula. It is the northernmost of the Malay States under the protection of Great Britain, lying between the 6th and 7th parallels of North Latitude. The State is bordered on the west by the sea and by the Siamese Province of Setul from which it is separated by a range of limestone hills running up to 2,000 feet in height; on the north and east by the Siamese Province of Nakon Sridhammaraj; and on the east and south by the Malay State of Kedah. Padang Besar on the main railway line to Bangkok is the frontier station between Malaya and Siam.

The area of the State is about 316 square miles and the coast line which runs north-west and south-east is approximately 13 miles in length.

A rich alluvial plain, which is suitable for rice growing, extends inland for a distance of about 14 miles. Striking features of the landscape are isolated limestone hills rising abruptly from the plain. In many of these there are interesting caves. The craggy mass known as Chuping Hill contains a cave which will stand comparison with any not only in size but in the beauty of its formation and colouring.

A map of the State is included in this Report.

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CLIMATE.

The climate of Perlis, with that of the northern part of Kedah, differs from the climate of Malaya generally having more in it of the continent than of the peninsula. The north-east monsoon is strongly felt but is a dry period, as much as two months complete drought being commonly experienced in January and February. The influence of the south-west monsoon is felt from July to September. The well-marked dry season has a beneficial effect on vegetable life affording it a proper period of recession and rest. Many flowers and vegetables which are difficult or impossible to grow elsewhere in Malaya can be grown with suprising ease.

The average annual rainfall at Kangar is about 83 inches. The highest recorded annual rainfall was 106.3 inches in 1913 and the lowest 65.6 in 1926. The rainfall during 1938 was 74.73 inches. The normal wet season is from August to November with September as the wettest month of the year. Heavy rains also occur in April and May.

The shade temperature at Kangar varies between a mean maximum of about 89° and a mean minimum of 73°. It occasionally rises to 98°. During the north-east monsoon period variation of over 20% in the twenty-four hours commonly occurs, the days being hot with a dry and penetrating heat reminiscent of northern India while the nights are delightfully cool. This climate, in spite of high day temperatures, is found to be much more invigorating and healthful than that often met with in the tropics. The lowest temperature ever recorded at Kangar, 62°, was registered on January 5th, 1937. It is a record which is likely to stand for some time.

HISTORY.

Until 1821 Perlis was subject to Kedah but when, in 1841, the Siamese allowed the Sultan of Kedah to re-assume the Government, Perlis was made a separate and independent State under an Arab named Syed Hussein, whose father, Syed Harun, had previously acquired the status of local chief. Syed Hussein was given the title of Raja.

The present Raja Syed Alwi bin Almarhom Syed Safi, K.B.E., C.M.G., succeeded his father on 22nd Shawal, 1322 (20th December, 1905) and is the fourth who held that position under the suzerainty of Siam. In 1905, at the

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request of the Raja, a European Adviser was appointed from Bangkok to advise the Raja in the general management of the country and more particularly in its finances. He remained until 15th July, 1909, when, in consequence of a treaty concluded between Great Britain and Siam, his duties were handed over to a British Adviser of the Malayan Civil Service.

On 28th April, 1930, a treaty was signed which defined the friendly relations between His Britannic Majesty and His Highness the Raja of Perlis. By this treaty the Perlis Government agreed to continue under the protection of His Majesty, who exercises the right of suzerainty, and to accept a British Adviser.

CHAPTER II

GOVERNMENT.

Constitution of the State.

The State of Perlis is governed by His Highness the Raja with the assistance of a State Council consisting of His Highness as President, three other Malay members selected by name or office by His Highness with the approval of His Excellency the High Commissioner, and the British Adviser. By mutual consent of His Excellency and His Highness, additional members may be added to the Council for any specific period; one such appointment was made during the year under review.

All legislation is enacted by the State Council and all matters of importance regarding the administration of the State are considered by the Council, which ordinarily meets once a week.

Under the 1930 treaty the officers of the Government of Perlis shall be Perlis Malays, but in special circumstances, with the approval of the State Council, others may be employed.

Malay, with Jawi character in the case of the written language, is the official language in all departments except where it is provided in the law of Perlis or by special authority of Government that another language may be used.

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Local Government.

Kangar, the administrative headquarters of the State, Arau, the residence of His Highness the Raja, and other chief villages are administered by a Sanitary Board consisting of an official Chairman and other official and unofficial members appointed by the State Council. The Board is responsible for the control of the several areas, for street lighting, scavenging, conservancy, rating and the administration of the sanitary and building by-laws.

CHAPTER III

POPULATION.

The population at the middle of 1938 was 55,446 made up of the following races:— Europeans 8, Eurasians 6, Malays 44,360, Chinese 8,103, Indians 978, others (mostly Siamese) 1,991. This total is arrived at by the balancing equation method based on the 1931 census which gave the total population as 49,296 comprising 39,716 Malays, 6,500 Chinese, 966 Indians and 2,114 others. Of the others 1,616 were Siamese. The figure of the 1931 census total shewed an increase of 23% over the 1921 figures. The density is 167 to the square mile.

CHAPTER IV

MEDICAL AND HEALTH.*

Public Health and Vital Statistics.

There were 1,111 deaths in the State during 1938— a death rate of 20.04 per mille; the corresponding figure for 1937 was 18.31 per mille.

* The Statistics relating to this Department are for the Gregorian Year 1938.

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The following table gives the distribution of deaths according to nationality and cause.

Diseases	Malays	Chinese	Indians	Siamese	Total	
Malaria	8	8	3	...	19	0·34
Enteric Fever	8	1	1	...	10	0·18
Dysentery	...	...	2	...	2	0·04
Influenza	...	...	...	...	...	...
Tuberculosis, Pulmonary ...	37	8	...	1	46	0·83
Other Forms of Tuberculosis	...	...	...	...	...	...
Leprosy	...	...	...	...	...	...
Syphilis	...	...	1	...	1	0·02
Ankylostomiasis	...	2	...	...	2	0·04
Ascariasis	3	...	...	...	3	0·05
Fever unspecified	389	50	3	19	461	8·31
Cancer	...	1	1	...	2	0·04
Beri-Beri	...	5	...	...	5	0·09
Diseases of the Heart ...	1	5	...	...	6	0·11
Other Diseases of Circulatory System	1	3	1	...	5	0·09
Bronchitis	33	9	...	2	44	0·79
Pneumonia (all Forms) ...	6	30	9	...	45	0·81
Demam Batok	38	14	1	5	58	1·05
Other Diseases of Resp. Syst.	7	2	...	...	9	0·16
Diarrhoea and Enteritis ...	...	3	...	...	3	0·05
Other Diseases of Digestive System	20	5	...	2	27	0·49
Convulsions	99	27	...	4	130	2·34
Diseases of Nervous System and Sense Organs ...	1	1	...	...	2	0·04
Non-Venereal Diseases of Genito-Urinary System ...	...	1	...	...	1	0·02
Dropsy	16	6	...	...	22	0·40
Diseases of Pregnancy child birth etc.	18	7	2	...	27	0·49
Premature Birth and Diseases of Early Infancy ...	...	7	3	...	10	0·18
Old age or Senility ...	106	9	...	4	119	2·15
Violence (all forms including Accidents)	10	5	1	...	16	0·29
Other Causes	21	13	1	1	36	0·65
Total ...	822	222	29	38	1,111	20·04

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The following table gives the distribution of deaths according to sex and nationalities:—

Nationality	Males	Females	Total
Malays	412	380	822
Chinese	152	70	222
Indians	18	11	29
Siamese	22	16	38
Total ...	634	477	1,111

Births during the year totalled 1,982, a rate of 35.75 per mille, as against 1,852 (34.02 per mille) in 1937. The following table gives the distribution of births according to sex and nationalities:—

Nationality	Males	Females	Total
Europeans ...	...	...	...
Eurasians	...	...	...
Chinese	169	152	321
Malays	805	755	1,560
Indians	22	28	50
Siamese	22	29	51
Total ...	1,018	964	1,982

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There were two twin births among Malays.

The following table gives the estimated population with birth rate and death rate for the last five years:—

Year	Estimated population	Births	Birth rate per mille	Deaths	Death rate per mille
1934 A. D. ...	52,723	1,730	32·81	885	16·79
1935 „ ...	51,101	1,640	32·09	850	16·63
1936 „ ...	51,951	1,961	37·75	1,019	19·61
1937 „ ...	52,703	1,793	34·02	965	18·31
1938 „ ...	55,446	1,982	35·75	1,111	20·04

In the course of the year the Registration of Births and Deaths was transferred from the Police Department to the Health Department. This enables a proper check to be kept on classification of diseases. It is also useful in that the Medical Authorities get early notice of any epidemic; and it makes possible a measure of post-natal supervision. Police officers continue to be Deputy Registrars for the outlying districts.

Infantile Mortality.

There were 220 deaths among infants under one year old, the rate being 111.00 per mille (corrected rate). The corresponding figure for 1937 was 189, equivalent to 105.41 per mille.

The infantile death rate per thousand births relative to the principal nationalities during the past five years was:—

Year	Malays	Chinese	Siamese	Indians
1934	76.47	121.74	65.22	133.33
1935	65.23	165.94	25.00	58.82
1936	105.92	155.30	254.55	66.67
1937	96.34	143.97	179.49	130.43
1938	98.72	171.34	98.04	120.00

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Maternity and Child Welfare.

Twenty-seven deaths were recorded as due to affections connected with pregnancy and child-birth, a percentage of 1.36 of the total births. The figure for 1937 was 13 deaths or a percentage of 0.68. The number of still-births notified was 115 as against 105 in 1937, a percentage of 5.8 to total births.

The effort to improve conditions in the field of maternity and infant welfare continued and during the year a second midwife returned from her period of training in Kedah and took up duty. These trained village midwives are meeting with a certain amount of opposition from the old fashioned "bidans", but, supported by the Government, it is hoped that they will slowly win their way. They receive a subsistence allowance during the period of their training and until they have established themselves in practice. This scheme is subsidiary to the Government midwifery service, based on the Hospital, which continues to operate.

It is gratifying to record that more women are coming into hospital for confinement, the number being 56 as against 27 in 1937.

Hygiene and Sanitation.

Anti-malarial measures: Malaria did not assume epidemic proportions but cases were reported from Kaki Bukit, Tasoh and Bukit Ketri. 538 cases of malaria were treated at the hospital with 7 deaths against 457 cases with 10 deaths in 1937. Chemioprophylaxis was tried with success on the Tasoh Estate.

Larval surveys were carried out in all the Sanitary Board areas. Mosquito trapping with human bait traps was done in Kangar, but no dangerous species were found.

Anti-malarial measures such as clearing, oiling, and draining marshy and seepage areas were carried out in the Sanitary Board areas of Kangar, Arau and Kaki Bukit. Two low-lying areas near the Kangar Mosque were filled up during the year under review. The dangerous seepage ravine near the Kaki Bukit Police Station was successfully subsoiled. Work on subsoiling of a swampy area behind the Sanitary Board Line at Kaki Bukit was in hand towards the close of the year.

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The automatic sluice on the Sungei Bunut described in last year's report worked satisfactorily. Work on the canalisation of the bed of the Sungei Bunut was continued throughout the greater part of the year; but had to be suspended in rainy weather. Owing to floods, the concrete sides of the channel cracked and collapsed in many places. These defects are now being remedied.

Sewage disposal.

Night soil in all the Sanitary Board areas is disposed of by trenching some distance away from the centre of all activities in the village or town. Almost every house in the Sanitary Board areas is now equipped with a latrine of approved type.

Refuse disposal.

Refuse in each Sanitary Board area is disposed of mainly by incineration. Controlled tipping is being carried out in a low-lying area in Kangar.

Water supply.

Kangar, Arau and Padang Besar are supplied with piped water. The water supply to Arau and Kangar continued to be satisfactory for a filtered but otherwise untreated supply. A note of the improvements made to the supply during the year will be found in the Chapter dealing with Public Works. The source of water supply at Padang Besar is a surface lake. Formerly liable to dangerous pollution, this has now been made safe by the installation of a filter plant.

General.

Under the supervision of the recently constituted Health Department and the Sanitary Board steady progress has been made in the direction of a healthy food supply. Markets have been enlarged and improved, all eating shops are inspected and licensed, as are also street-stalls and hawkers selling food. A re-draft of the Sanitary Board Enactment and By-laws, now in preparation, should greatly assist in the work of establishing and maintaining a proper system of control.

The occurrence of a few cases of beri-beri has stimulated inquiry into food values. The kampong-milled rice is full of nutriment but more power-mills are now being opened, with the danger of over-polishing and loss of the vitamin-containing pericarp. A watch will be kept on this by the periodical sending of samples for Biochemical analysis.

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RABIES.

It is sad to have to record that in spite of energetic measures to combat rabies by the shooting of stray dogs and by widespread propaganda calling attention to the danger and the need for early treatment, casualties from this cause continued to occur. Twenty cases of dog bite were reported, an increased number due no doubt to the propaganda urging the advisibility of reporting. Eighteen dogs were concerned of which eight were strays which could not be captured or killed. Of the remainder three were killed on the spot and seven placed under observation. Five were found not to be rabid after the requisite period of observation. Of the five brains sent to the Institute of Medical Research for examination three were reported positive for rabies and two negative.

Three fatal cases of hydrophobia occurred at the hospital. One patient, a Malay, had been bitten about four months earlier but had not thought of seeking treatment until symptoms began to develop. He had at least killed the dog and thus probably saved further casualties. He died on the day after admission.

The most tragic occurrence of all was the death of two men while actually undergoing treatment. They were bitten about the face while lying resting on a pathway near Kangar. They went straight to the hospital and treatment was started at once but, owing it is thought to the fact that the bites were not far from the brain, the treatment proved ineffectual and both died twenty days after admission. A three-weeks course was being given.

In an effort to combat this danger nearly 2,000 dogs were destroyed during the year by official dog shooters and police, apart from those killed by private persons. The proximity of Siam with its large numbers of roaming, ownerless dogs increases the difficulty of the problem.

ESTATES.

The six rubber estates employing regular labour forces are visited from time to time by the Health Officer. The total estate population, including infants, is 409 of whom 350 are Southern Indians. There were five deaths and 18 live births, all Indians, during the year. 132 were admitted to hospital.

Sanitary conditions on the estates are improving. This is touched on further in the Chapter on Labour.

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Routine medical examination of school children.

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SCHOOLS.

Regular visits of inspection are paid to all the schools in the State by the Health Officer. Each child on these occasions receives a thorough medical examination and is given the necessary treatment. Short lectures are also given to the assembled children on elementary care of the health.

The results of this examination give encouragement to the belief that the health of the people is gradually showing signs of improvement. The following table shows comparative percentages with regard to the most common affections:—

Diseases	Percentage		
	1936	1937	1938
Splenic enlargement	27·69	17·5	16.25
Otitis	0·88	0·1	0.05
Scabies	8·86	1·7	0.38
Yaws	1·46	0·1	1.77
Other skin diseases	3·65	0·2	1.91
Ocular lesions	0·34	0·4	0.53
Dental Caries	58.00	30·6	28.97
Bronchitis	2.24	0·4	0.24

Special efforts were made by the offer of prizes and other methods towards raising the standard of personal hygiene and cleanliness amongst the school children. The effects of this campaign soon became plain in a noticeable improvement in these directions.

69 children had Neosalvarsan injections for Yaws.

Special attention is given to the detection of cases of early leprosy. No such cases were found during the year.

HOSPITAL AND DISPENSARIES.

A General Hospital with ward accommodation for 100 patients including 6 second-class patients is maintained by the Government at Kangar and is in charge of an Assistant Medical Officer. During the year a separate ward for the accommodation in greater privacy of patients suffering from severe illness was constructed.

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Quarters at the Hospital premises for an additional dresser were also built during the year.

The number of patients admitted into the Hospital for treatment during the year was 2,075, an increase of 368 over the 1937 number. There were 111 deaths, a percentage of 5.35 to total treated. Excluding 48 deaths which occurred within 48 hours of admission, the death rate was 3.11%. The average daily number of in-patients was 67, the largest number on any one day being 106. Nine major and 350 minor operations were performed.

A Dispensary was erected and equipped at Simpang Ampat a populous centre in the coastal plain. It is at present opened to the public on three days a week, a dresser from Kangar attending for the purpose. The new roads now being constructed are enabling these services to be started in areas such as this, which have hitherto been neglected owing to their inaccessibility. A weekly market is held at Simpang Ampat on Tuesdays and on that day very large numbers of Kampong dwellers, strangers to any kind of modern medicinal and surgical treatment, eagerly take advantage of the opportunity now provided.

The Kaki Bukit Dispensary continued to open daily and treated 8,783 new cases in addition to giving 6,193 repetitional treatments. The patients here are mostly Chinese.

The out-patient department at Kangar Hospital dealt with 7,656 new cases (5,818 repetitions) of which no less than 4,806 were Malay patients. These figures all show substantial increases on previous totals.

The Travelling Dispensary attended to 1,440 cases as against 411 in 1937. This figure is exclusive of treatment given to school-boys, and to Police, and other Government employees.

The increased use of the medical facilities afforded by the Government, especially by the Malay peasantry, who are traditionally slow to accept new in place of their ancestral ideas in medicine as in other matters, is a gratifying feature of the year's work.

One mental case was transferred to the Central Mental Hospital, Tanjong Rambutan, during the year, and one died. There was a total of 19 Perlis patients (13 males and 6 females) in the institution at the end of 1938.

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The number of lepers in institutions outside the State remained the same:— one at Pulau Jerejak and three at Sungei Buloh.

The Sanitary Inspector attended in Singapore the six months' course and passed the examination for the Certificate of the Royal Sanitary Institute.

CHAPTER V

HOUSING.

The population is mainly composed of Malay farmers, owning the houses in which they live. These houses are usually in groups of from three or four to twenty or twenty-five in number surrounded by fruit and coconut trees and situated on suitable ground at or near the swampy rice growing land which is their occupants' chief source of livelihood. They are of traditional type, raised from the ground on wooden posts, thatched with palm leaf (attap) and having walls and floor of planks. In the case of the poorer peasantry the walls may be of split bamboos or even of the cloth-like bark of the gelam tree. Such houses are cool and airy and well suited to the climate. There will usually be an open verandah in front, two or three separate rooms within, and at the back a separate raised cooking place and women's quarters. Sanitation is primitive but sunshine and regular rainfall play an important part. In the coastal areas the tides provide an even more regular sanitary service.

The houses of the Chinese agriculturists and small shopkeepers in the rural districts are usually not raised from the ground, having plank walls, attap or corrugated iron roofs and earth floors.

On estates the Indian labourer is housed in lines which are subject to inspection and approval by the Protector of Labour.

The Government provides lines or houses rent free for its own labourers.

The Chinese coolies employed on mines live either in Kaki Bukit (a village controlled by the Sanitary Board) or in lines provided by the mine owner. Many of these are overcrowded but some are substantially built, well ventilated buildings quite suitable for their purpose.

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In the villages administered by the Sanitary Board, building is subject to control and plans are required to be submitted for approval before any new buildings are erected or any structural alteration to existing buildings made.

In the business quarters, houses are of the usual two-storeyed "shop house" type. In Kangar and Arau most of the shop houses are brick buildings. In Padang Besar they are generally of plank with iron or palm-leaf roofs.

Shortly after the end of the year under review, before this report was completed, the village of Kaki Bukit was destroyed by fire. Two months of drought had caused the timber and thatch houses to become very dry and when the fire had taken hold there was no possibility of checking its course. Seventy-seven houses, comprising the whole of the village street, were destroyed. Plans are in hand for the rebuilding of the village on a higher and better site. Houses in the new village will be of brick and tile. A great improvement in the housing conditions in this place will result as the former houses were not only of inferior material but were badly planned and ill ventilated.

The Government builds houses for its officials as funds permit.

Though housing conditions in the towns still leave plenty of room for improvement there is nothing in the nature of a housing problem or shortage in the State.

CHAPTER VI

NATURAL RESOURCES.

GENERAL.

Of the 316 square miles which comprise the territory of the State about 90 (28.4%) are alienated for agricultural purposes, 50 (16%) are under Reserved Forest, and 5 (1.6%) are held under mining titles. The balance amounts to 171 square miles or about 54% of the total area. Much of this is covered with bamboo jungle an indication of the poor quality of the soil.

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AGRICULTURE.

Rice: Perlis is first and foremost an agricultural State and the chief agricultural pursuit is the cultivation of rice. This is the main occupation of the Malay portion of the population, which forms 82% of the whole. The total area planted with rice in 1357 was 56,406 relongs which gave a total yield of 12,554,976 gantangs. In the previous year the planted area was 55,788 relongs and the yield 10,174,000 gantangs. A relong is .71 of an arce and a gantang is the equivalent of a gallon. The soil in the rice growing areas varies from a light loam in the inland regions to a heavy clay in the coastal areas. The latter is the more suitable for the crop as it requires no special manuring while the lighter soil needs a regular application of manure to ensure reasonably good yields. The usual manure is bat guano, which is obtained from caves in the limestone hills. This is either spread on the ground before ploughing or scattered amongst the young plants soon after transplanting. A good husbandman will treat each relong with about 100 gantangs of this manure once in every three years.

Successful rice growing requires an abundant supply of water at the right time of year. The fields with their network of low earthern banks must be filled with water to soften the ground for ploughing and planting. Water in plenty is also required to swell the grain and give a heavy yield. During the ripening process less water is needed until, as harvest time approaches, the fields can with advantage be quite dry.

The climate of Perlis is on the whole suitable for this form of agriculture, having well marked wet and dry seasons. These usually fall so that advantage can be taken of them by the farmer but much can be done to regulate the supply to the fields by means of artificial dams and channels. A start has been made during the year on a large scheme of drainage and irrigation in the Southern Area of the State. It is referred to in greater detail in the Chapter dealing with Public Works.

Padi planters do much to help each other by combining to undertake works which are of common benefit such as the maintenance of irrigation channels and measures against pests. Many miles of fence are constructed under this communal system for the purpose of keeping wild pig out of padi areas. In the actual ploughing of their fields and the harvesting of their crop neighbours often combine to assist one another in large parties visiting each holding in turn.

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Owing to the untoward occurrence of a long spell of dry weather throughout May and June, 1938, planting was generally delayed and in many cases the seedling nurseries were destroyed and fields, ploughed ready for planting, were baked hard. This caused loss both of seed corn and labour and at one time the prospects for the crop were gloomy indeed. The wet weather however, when it came, lasted until later than usual with the result that the crop now being harvested, though lighter than normal, is better than could at first have been hoped. A flood occurred in September fortunately at a time when the crop was sufficiently established to survive. Some small areas were destroyed but on the whole by the destruction of rats and other pests the flood did good rather than harm.

Padi test plots are maintained by the Government, and though the conservative instincts of the farmer are deeply ingrained in the Perlis padi planter belief in the superiority of the selected strains now being tested at the plots is steadily gaining ground.

The production of padi was in excess of local requirements and the surplus, 2,259 tons of padi and 7,618 tons of milled rice, was exported. There are two rice-mills in the State; a third is being erected. Prices have on the whole been good, with a tendency to fall in recent months.

Rubber is the next most important agricultural product. The planted area is 6,732 relongs (4,780 acres) of which about 6,194 relongs (4,388 acres) are tappable. The tappable area is divided as follows:—

Small Holdings (Less than 25 acres) ..	2,995 acres.
Large Holdings (others)	1,393 „

The rubber produced on the small holding is of poor quality, usually marketed in the form of unsmoked sheet. It is proposed to try to improve this by a simple form of rubber grading scheme worked through the rubber dealers.

Rubber regulation was in force throughout the year. Inspection of small holdings with a view to fixing final assessment was completed by the inspection of 221 holdings. The work has been slow owing to the absence in many cases of surveyed or even demarcated boundaries. The State's total assessment at the end of the year was 665 tons. The following are the figures of export of dry rubber for the year (1938):—

1st Quarter	70%	release	1,738	pikuls.
2nd „	60%	„	1,615	„
3rd „	45%	„	1,271	„
4th „	45%	„	1,471	„

A pikul is the equivalent of 133 1/3 lbs.

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Coconuts: The area under coconuts at the end of the year was 3,152 acres, planted as a sole or mixed crop in kampong holdings. There are no large estates. Copra is made on a modest scale for export. Most of the nuts are for local consumption. The usual cultivation of miscellaneous produce such as nipah, for attap and for sugar and vinegar, arecanut and fruit trees, bananas, tobacco, sireh and water-melons is found.

LIVESTOCK.

Cattle naturally play an important part in the daily life of a country-side where the chief occupation is padi planting. Plough and harrow are pulled by a buffalo or by a pair of oxen. There is a shortage of suitable grazing grounds and of good fodder grass so that when the fields are planted and thus no longer available for them to roam in it is no easy matter for the beasts to find food. Then owners are reduced to grazing them along banks in the fields, on the edges of roads, or any little patch of grass in the village. The cattle population, due in part to the restrictions placed on export and slaughter, particularly of cows, continues to rise slowly. The latest census shewing oxen 9,630 and buffaloes 4,266, a small nett increase on the previous year. Two service bulls provided by the Government are maintained in a grazing enclosure into which cows are introduced by their owners free of charge. This will in time, though slowly, improve the local breed as the bulls are selected animals. Arrangements are on foot to introduce a "Benggali" strain with the object of improving the milking qualities of the local cattle and thus giving the calves a better start in life.

The encloure, an area of about 80 acres of grassy land some eight miles from Kangar suffers from two disadvantages; one is the not infrequent visits of tigers necessitating the careful penning at night of all the animals and the other is the incursion of the weed *Eupatorium odoratum*. This almost ineradicable plant appeared in Perlis only a few years ago and seems to be marching southward. As its appearance coincided with the arrival of the first aeroplane services which fly over the State en route between Europe and Singapore the plant is credibly supposed by many to have been brought by the aeroplanes. It kills grass and chokes other vegetation unless kept in check.

Sheep and goats decreased from 3,147 to 3,044; swine increased from 1,974 to 2,276. Considerable quantities of poultry and eggs were exported, the numbers being 56,183 (55,516) chickens 14,273 (26,193) ducks and 4½ million eggs. The Perlis fowls and ducks compare favourably

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with those met in many parts of Malaya and will in fact stand comparison with English poultry. Their size and flavour is due in great part to the husk and bran, by-products of the padi planting industry, which provide them with quantities of nourishing and clean food.

The Principal Agricultural Officer and the State Veterinary Surgeon of Kedah readily assist this Government with their advice and help.

MINING.

Tin ore is mined amongst the limestone hills in the north-west corner of the State. The hills are riddled with underground caves and crevices containing deposits of detrital ore which has been lodged there in unknown quantity by subterranean streams. A granite outcrop occurs at Bukit China, where tin has been mined by Chinese for 200 years and more; and it is thought that here is to be found the source of the local tin, forced up originally by volcanic action and then slowly subsiding through the dissolving limestone to the caverns beneath.

In 1936 and 1937 it began to be supposed, from the continued fall in new discoveries, that the end of the Perlis tin mining industry was in sight. Encouraged by the Government however the local miners increased their efforts and the consequences of this are being seen in numbers of new pockets which have since been disclosed.

Unfortunately the incidence of the scheme formulated under the International Agreement for the regulation of tin ore production and export precludes the exploitation of the pockets now found. In some cases there is danger that the ore, left in situ, may be totally irrecoverable; this is one of the many risks which a Perlis tin-miner has to take. It is recognised that no man would devote himself to mining in Perlis unless he had the gambling spirit well developed. To the hazards designed by nature which await him who burrows in the heart of these hills the artificial risk is now added that when he finds a prize he will be prohibited by law from taking it away with him. There is reason to fear that this may prove to be the ultimate hardship which will have the effect of driving away men who are prepared to accept all natural risks. Where the process of exploration, which entails blasting a way along miles of underground watercourses, may take months or even years, it is difficult to see how the miner can be expected so to time his "find" (if he is lucky enough to make one at all) so that it will occur at a moment when the law permits him to take the ore out.

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The year under review saw the discovery of number of pockets, the result of much expenditure of time, money and risk in previous exploration. It was thought that these pockets would follow the usual habit of Perlis tin discoveries and quickly become exhausted. They proved however to be unwontedly prolific of ore and this led to some over-export. As from the beginning of 1939 this over-export has ceased and exports are strictly controlled to conform with the International Quota release. The State's assessment at the end of the year was 480 tons of tin.

Land held under mining leases at the end of the year totalled 4,636 relongs the equivalent of 3,291 acres. The amount of ore exported was 13,672 pikuls. Direct revenue, from rents, was $4,785; the export duty paid on the ore amounted to $91,602.

The prosperity or otherwise of the mining industry has a direct and very great effect on the economy of the State generally. This is felt in the revenue, not only by way of the export duty on the ore produced but though the import duty on goods consumed by the mining community. It is felt also indirectly in the demand created for the produce of the countryside, so that the whole population benefits when the mining industry is prosperous.

Rubber is of negligible importance to Perlis. It is almost entirely to tin-mining that the State looks for its favourable trade balance.

FORESTS.

There is no separate Forest Department, The work of protection of the reserves and the collection of revenue on forest produce being a function of the Land Office exercised through two forest guards and the Penghulus.

No new reserves were constituted in 1938. The boundaries of the Rimba Mas reserve which is the largest in area but by no means the best in the quality of its timber have recently been defined by the cutting of a rentis along its western boundary. This reserve is thought to be gradually regenerating but the soil is undoubtedly poor, suggestive of abandoned ladang, with a good deal of small-stemmed bamboo. *TEMAK* is the principal tree of value.

The best timber is found in the Bukit Bintang Reserve, which is situated on high ground between Bukit Bintang and the Siamese frontier on the west. The principal trees are *ARANG, ATOI, BINTONG, CHENGAL BATU, CHENGAL TIGA BANIR,* and *SANAI. CHENGAL BATU* is probably the best timber in the State.

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Forest produce is extracted under permits for which lump sums are paid in accordance with the following scale:—

Class	A	timber	$10 p.m.
„	B	„	$ 5 „
„	C	„	$ 2 „
„	D	„ (other produce)	$ 1 „

The permit is limited by time and by the class of produce to be extracted, not by the quantity. It is realized that this is far from satisfactory but the staff available is not adequate to undertake a system of measurement of the produce nor is the quality of the forests such as to justify an increase of staff for the purpose. It is therefore not possible to give details of the outturn of timber or other produce.

Forest revenue was $1,698 and expenditure $792.

FISHERIES.

Fish is a staple article of local diet, and fishing a local industry of some importance. Sea-fishing is the main occupation of probably 5,000 persons in the State; exact figures are not available. Fresh water fishing is the subsidiary occupation of many more. Apart from the large quantities consumed locally 948 pikuls of sea fish and 3,465 pikuls of fresh water fish were exported. The season was generally a good one and the exports of sea fish show a considerable increase on those of last year. Much of the fish exported goes to Penang in a dried state but since the opening of the Kuala Perlis road it has become possible for fresh fish taken through by lorry to arrive in good condition. This is much more profitable to the fishermen.

CHAPTER VII

COMMERCE.

The bulk of the State's trade is with Penang. This is carried on by road, rail and sea. Lorry transport is becoming increasingly popular but the sea and rail routes remain the most commonly used for heavy goods. There is little direct trade with other countries.

Figures of import and export are available in the case of dutiable goods only but the bulk of the trade is represented in these figures.

The following tables give the figures for the last five years (1353—1357); in some cases no figure is given as the article in question was not then dutiable.

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Articles	1353	1354	1355	1356	1357	Value in 1357
						$
Beer, Cider etc. (gallons) ...	1,721	2,810	4,108	7,065	7,162	22,709
Chinese Spirits (gallons) ...	771	824	873	807	849	8,013
European Spirits (gallons) ...	636	857	871	1,047	1,249	18,340
Cigarettes (lbs.)	47,180	56,656	63,047	72,753	72,006	84,630
Coffee (pikuls)	...	1,509	1,707	1,840	1,781	17,558
Kerosene oil (gallons) ...	78,374	84,136	103,386	87,359	103,029	46,363
Petrol (gallons)	46,996	58,098	65,880	79,342	97,759	34,216
Piece goods (yards)	356,256	300,249	310,271	550,109	590,023	130,429
Sugar (lbs.)	...	1,626,678	1,872,734	1,936,637	1,860,247	60,051
Tinned Milk (lbs.) ...	...	150,449	173,435	195,500	181,452	30,601
Tobacco (lbs.)	27,656	33,411	46,093	47,521	48,645	52,314

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EXPORTS.

Articles.	1353	1354	1355	1356	1357	Value in 1357
						$
Arecanuts (pikuls) ...	665	703	1,050	1,510	870	5,522
Buffaloes and cattle (head) ...	57	726	157	341	224	18,540
Copra (pikuls) ...	1,224	4,468	3,570	4,672	1,523	5,723
Fish (pikuls)	4,164	7,997	7,531	4,605	4,548	52,188
Goats (head)	459	788	917	328	579	2,993
Hides and Horns (pikuls) ...	211	203	169	185	143	1,948
Padi (pikuls)	130,686	135,455	150,864	70,342	37,941	72,306
Phosphates (tons)	280	525	411	371	430	3,458
Poultry (head)	55,561	45,973	57,353	81,709	70,456	35,909
Rice (pikuls)	85,750	119,595	95,886	173,863	154,224	492,617
Rubber (pikuls)	7,540	6,203	6,012	7,415	5,846	182,155
Tapioca (pikuls)	3,375	7,135	10,296	7,178	7,728	3,913
Tin-ore (pikuls)	8,640	7,291	9,960	10,279	13,672	916,025

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In these figures imports show a general all round increase while exports have generally fallen. Exports of padi and rice are lower than last year owing to a less favourable harvest and to the fact that more padi is now being milled in the State. Exports of tin ore show an increase.

The differences in certain main items of Customs revenue over the past five years are given in the following table:—

	1353	1354	1355	1356	1357
	$	$	$	$	$
Tin ore ...	70,822	57,333	73,096	83,882	91,602
Padi and rice	21,409	23,745	26,210	24,362	16,441
Fish ...	6,616	8,962	8,430	5,116	6,120
Tobacco ...	69,326	83,284	99,807	110,432	110,767
Sugar ...	44,415	48,800	56,182	49,103	54,644
Petrol ...	16,448	20,334	23,058	27,770	34,215
Spirits ...	13,902	16,736	18,960	22,893	24,775
Piece goods	11,734	10,302	16,176	26,955	24,587

The amount collected in import duty was $288,348 against $273,803 in the previous year, and in export duty $127,041 as against $132,530; the total collected shewing an increase of $9,056.

The importation of cotton and artificial silk piece goods manufactured in foreign countries continued to be regulated by quota throughout the year and, in common with other States in the Peninsula, Perlis maintained control over the export of rubber and tin.

CHAPTER VIII

LABOUR.

The chief industrial pursuit, tin-mining, is carried on exclusively by Chinese workers. At the end of the year about 1,700 men were working in the mines. These with the exception of about 200 men who work on fixed wages, are not employees but independent tributors free to do as much or as little work as suits their taste. The ore which they win is sold by them to the owner of the land from which it has been won.

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There are also some 95 Chinese labourers employed in rice-mills.

Malays to the number of 215 and Indians 407 form the balance of the labouring population, *i.e.* work for fixed hours and at fixed rates of wages. Of these 140 Malays and 43 Indians are employed by the Public Works Department and 88 Indians by the Railway Department. The remainder are in regular employment on rubber estates or under local contractors.

The Protector of Labour, Kedah, who advises this Government on labour matters, paid two visits to the estates and mills and made recommendations for improvemen s upon which action has been and is being taken. Two of the estates spent large sums during the year in improving conditions. Madar Estate is now provided with single roomed lines, wells, latrines, a creche, and a school, and the Protector of Labour reports that " it is one of the most satisfactory Asiatic owned estates that is to be seen anywhere ".

No labourers were recruited from India during the year.

Sick labourers are sent to the Government Hospital at Kangar; medicines are also provided at the place of employment. The Government Health Officer, an Indian, pays regular and frequent visits to all places of employment.

The Government maintains a school in Kangar where the children of Government Indian labourers and pensioners receive free education. The establishment of schools for the children of Indian labourers on rubber estates is being fostered by a scheme of grants-in-aid. Three such schools are now in existence and work to a Code drawn up for their guidance by the Government.

The Labour law in the State is the same as that obtaining in the other Malay States, and the State is a party to a number of International Conventions having as their object the amelioration of the lot of the labourers. Amongst these are the Conventions governing the employment of women during the night, employment in underground mines, the night work of women and young persons employed in industry, and wage-fixing machinery. During the year under review an amendment to the Harbours Enactment was passed to implement the application of yet another Convention: that ensuring indemnity for seamen upon the loss of the vessel in which they are employed.

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Apart from the small classes of what may be termed professional labourers to whom reference has been made there is a large reservoir of unskilled labour available in the Malay population. The Malay peasant proprietor will always put the cultivation of his fields and the reaping of his crops before everything else, but in the off-seasons he is ready and willing to supplement his income by daily labour on road making, river clearing or other Government work. For this he receives payment at standard rates.

CHAPTER IX

WAGES AND COST OF LIVING.

The cost of living remained low but shewed a slight rise in the course of the year with a tendency to drop again at the end of it. Wages on estates varied between 60 and 40 cents a day for men and between 45 and 35 cents a day for women according to the nature of their work. Standard wages, maintained at 50 cents a day (minimum), were paid by Government departments.

Chinese labourers in mines and rice mills earn on an average $1 or more a day.

CHAPTER X

EDUCATION.

A Standing Committee appointed by the State Council acts in an advisory capacity in matters connected with education and with the welfare of the pupils.

Malay Vernacular Education up to Standard V is obtainable in the schools and this education is free. Attendance at schools is compulsory for every Malay boy provided that a school exists within two miles from his home. The State is not yet supplied with schools to such a density that education is thus made compulsory for all, but the number of schools is gradually increasing.

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There is as yet no Government English school, and though there is some demand for education in English it is difficult to see how a State of the small size of Perlis can carry such a school with the necessary complement of properly qualified teachers. Use is made of the well established and properly staffed schools available at no great distance outside the State and promising boys are assisted in furthering their education at these schools either by grants to the parents or by the payment of fees. Selected boys who are to become teachers are sent to the Sultan Idris Training College, Tanjong Malim, or, if it is desired that they should be trained for administrative or clerical posts, to the Malay College at Kuala Kangsar or to the Sultan Abdul Hamid College in Alor Star. This policy is in accordance with the 1930 Treaty.

During the year seven students were undergoing training at the Sultan Idris Training College, Tanjong Malim. Four of them completed their course and returned to the State to take up duty as trained teachers in vernacular schools. One other was sent for training. There are now 23 teachers in the State who have been so trained, and each boys' school is provided with at least one. For the first time a woman teacher has been sent for training outside the State, to the Women Teachers' Training College at Malacca, where she will undergo a two years course.

One new Government student was sent to the Sultan Abdul Hamid College, Alor Star, for English education, bringing the number of Perlis students at that school to six.

The total number of pupils receiving education at Government expense outside the State at the end of 1357 was 21, distributed as follows:—

Tanjong Malim	7
Malacca	1 (woman)
Penang Free School	4
Alor Star	6
Kuala Kangsar	3

As the boys at the English schools complete their training they will be absorbed into the clerical staff of the State from the senior ranks of which the local administrative officers are chosen.

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A suggestion has recently been made locally that certain boys should be sent on for further training at Government expense in law medicine and engineering. The matter is under consideration but it is has to be remembered that special aptitude is required for success in these professions and that the choice of material available is limited. Regard must also be had to the opportunities which are likely to present themselves for using the services of persons so trained before such training entirely at the charges of the Government appears to be justified.

The Staff of the Education Department at the end of 1357 consisted of one Visiting Teacher and 96 Teachers, 80 men and 16 women.

During the year the post of Inspector of Schools has been vacant, the duties having been performed by the Visiting Teacher. Arrangements have been made and will take effect in the forthcoming year for the appointment of a European (Mr. J. W. Jefferson late of the Straits Settlements and Federated Malay States Education Department) on an agreement for three years as Inspector of Schools. It is anticipated that the cause of education in Perlis will receive great benefit from this appointment.

The total enrolment of the schools at the end of 1357 was 3,457 (2,703 boys and 754 girls). This represents a 9% increase over the previous year's figure of 3,131 (2,465 boys and 666 girls). The average attendance in spite of distance to be travelled and other adverse factors was over 83% which may be regarded as satisfactory.

The number of pupils who sat for the Standard V Examination at the end of the year was 315 of whom 276 or 87% passed; last year the number of entrants was 281 and the percentage of passes 83%.

School Buildings.

The continued increase in the number of pupils entails a constant enlargement of accommodation. Two schools were provided with new school buildings during the year the old buildings also being kept in use. A third school was enlarged. The type of building now being erected is raised on high piers with a cemented area below. A photograph of one such was included in last year's Report. One new school was started at Kurong Batang, bringing the total number of schools to 25. This total is a high one in proportion to the population and area of the State.

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The new school started by an offer from the village people of Kurong Batang to put up a rough school house if the Government would supply a teacher. Their reason was that their village is far from the nearest existing school so that only the older boys could make the journey. The offer was accepted, timber was given free from Government reserves, and a building of rough construction but weather proof and adequately lighted and ventilated soon sprang up. As soon as it was completed desks, benches, blackboards, books and other equipment were supplied by the Government and a teacher appointed. The enrolment is already 81! When the schools has functioned successfully for two or three years a proper school building will be erected by the Government.

There is no doubt that this " self-help " method results in the school being valued and supported by the villagers. A parent who has with his own hands cut the timber and erected the framework of the school-house is not likely to allow his son to play truant. This is borne out by facts the percentage attendance of this school since its opening being 99%.

Games.

Football is popular amongst the boys and almost every school has its football ground. Badminton is also played, and a favourite form of prize for a school which has excelled in sport or drill is a set of equipment for this game.

Physical training forms a part of the curriculum of all schools. A successful inter-school drill competition was organised during the year and a massed display was given on the occasion of the King's Birthday.

Gardens.

Seventeen schools upkept gardens during the year, and fourteen entered a competition for the best garden, for which a prize was given. The flowers and vegetables at some schools reached a high standard and a creditable standard of cultivation and tidiness was displayed throughout.

Girls' Schools.

The number of girls' schools remains at four, with a total enrolment of 434. In addition 319 little girls under ten years of age are attending various boys' schools. This represents a substantial increase over last year's figure. In order further to encourage the cause of female education, which is in an agreeably promising state, a selected teacher has been sent for training to the Malacca College. She is the fist Perlis girl to receive such training.

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Religious Instruction.

Religious teaching is carried out in the afternoons in the buildings of the vernacular schools. There are 24 Koran Teachers, 20 men and 4 women, who are supervised by a separate Visiting Teacher.

General.

A Perlis Government Scholarship is awarded annually conferring free education on a Malay boy at either the Malay College, Kuala Kangsar or the Sultan Abdul Hamid College, Alor Star. Scholarships are awarded entirely on the result of an open Competitive Examination. In addition to remission of school and examination fees and free text books, a certain amount of pocket money is provided. Only boys under the age of eleven years who have passed the third standard in a vernacular school are eligible to sit for the Scholarship Examination.

Basketry is taught in all vernacular schools and a useful number of baskets and trays of various kinds is turned out.

Needlework is naturally the chief form of handicraft in the girls' schools. Certain of the local Malay ladies visit the schools in order to instruct girls in this subject. An attractive line of embroidery is produced.

There is a private English school at Kangar which imparts an elementary knowledge of English. The enrolment during the year has averaged 41. A few boys who are still attending vernacular schools are to be found among the pupils.

Chinese education is carried on in 10 privately owned schools. The teachers and text books are under the general supervision of the Protector of Chinese an officer of the Kedah Government who periodically visits the State for the purpose of inspecting these schools.

Education of the children of Indian labourers is touched upon in Chapter VII.

The cost of the Education Department during the year was nearly $45,000.

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CHAPTER XI

COMMUNICATION AND TRANSPORT.

POSTS AND TELEGRAPHS.

A Post and Telegraph Department is maintained in the State by the Kedah Government. There is a Post Office at Kangar and the following is a comparative statement showing the business transacted in that office during the last 5 years:—

	1353	1354	1355	1356	1357
Letters ...	96,564	104,260	130,195	137,033	126,750
Registered Articles	4,143	4,081	4,533	4,465	5,214
Parcels (ordinary, insured and C.O.D.) ...	1,131	1,005	980	1,124	1,255
Telegrams ...	3,016	2,711	2,951	3,183	3,302
Money Orders and Postal Orders...	$48,937	$59,754	$78,750	$120,096	$182,587

The large increase in Money and Postal Orders indicates the general increase in trade activity.

At the end of the year the Savings Bank included 263 accounts with a total of $20,050. The corresponding figures for last year were 248 and $30,385.

There is also a Post Office at Padang Besar Railway Station on the frontier between the State and Siam in which the Station Master acts as Post Master. This office deals only with urgent business and direct with Alor Star. The business transacted at this office during the past five years is shewn in the following table.

	1353	1354	1355	1356	1357
Letters	35,243	28,665	32,628	32,877	25,142
Registered Articles	2,179	1,997	2,164	2,005	1,626
Parcels (ordinary)	54	46	70	67	45

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The Revenue collected by the Department was $5,447 and the expenditure was $3,544.

Perlis is connected with telephone trunk service with the Federated Malay States, Johore and Singapore. Padang Besar is in telephonic connection only through the Railway telephone system.

Sea Communication.

The chief ports in the State are Kangar, about 7 miles up the Perlis River, and Sanglang on the sea on the border between Perlis and Kedah. There are Customs Stations at Kangar, Kuala Perlis, Kuala Sungei Baharu and Sanglang. During high tide the Perlis River is navigable for junks up to Kangar and this is the usual route for transport of heavy goods. Small motor boats ply frequently to the Kedah River and to Setul in Siam. 155 motor boats entered the ports during the year. The junk tonnage fell from 10,025 to 8,099.

Railways.

The main line from Penang to Bangkok runs through the State. Padang Besar is the frontier station between Malaya and Siam. It is here that the Federated Malay States Railways and the Siamese State Railways meet. All stations on the line are connected with the main roads. The railway is used but little by the local inhabitants.

Internal Communications.

Perlis is well served with roads. The total mileage, including gravel roads and paths passable by light motor traffic is 83 miles.

There are 89 miles of canals and rivers, which provide an extremely useful subsidiary transport system especially for goods which cannot stand a high overhead charge, such as padi. Loads of several tons in long flat-bottomed boats can be seen travelling along quite insignificant channels.

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CHAPTER XII

PUBLIC WORKS.

Expenditure rose from a total of $240,837 in 1356 to $272,428 in 1357, of which Special Services accounted for $195,000. The cost of administration shewed a further fall to the extremely low figure of 5.22 per cent. Expenditure was made up as follows:—

Personal Emoluments	15,791
Other Charges (Departmental) ..	3,469
Annual Recurrent	56,282
Special Services	195,020
Works performed for other Departments etc.	1,866
Total ..	272,428

Works and Buildings.

The number of buildings maintained at the end of the year was 247, an increase of 7, valued at $522,068. The percentage cost of upkeep is 1.68.

The building programme proceded satisfactorily. Twelve new buildings were erected comprising two schools, four quarters, a hospital ward, a dispensary and four others. Neither the Istana nor the new Government Office Building were finished progress of late having been disappointingly slow. Both are approaching completion.

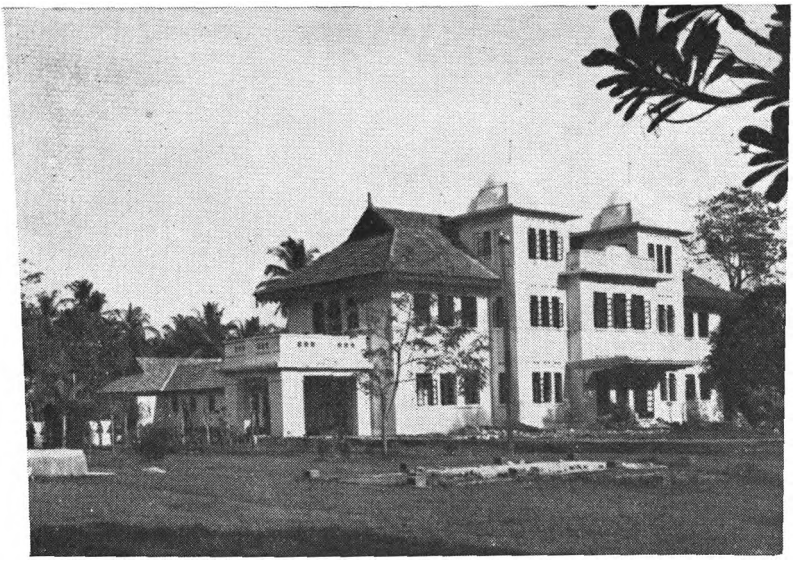
Roads, Streets and Bridges.

The programme of road improvement initiated in 1356 was continued, and progress was satisfactory. At the end of the year there were 83 miles of public roads, classified as follows:—

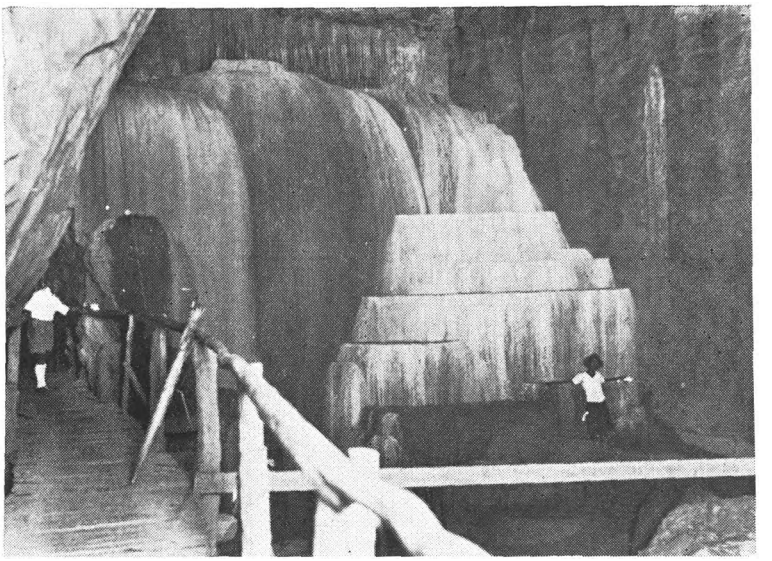
Metalled and asphalted	35 miles
Metalled and gravelled	11 „
Gravelled	24 „
Earth	13 „

The length of metalled road shows an increase of 5½ miles.

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New Istana of His Highness the Raja,
at Arau.



Kaki Bukit—Wang Tangga Causeway;
Underground.

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The first section of the Kuala Perlis Road, described in detail in last year's report, was finished and the second section was ready for final surfacing. This major work will be completed in the coming year and being already passable by traffic throughout its length is having a noticeable effect in opening up the country side to development and making it accessible to health and other services.

A programme of widening the main road into the State from the south to 16 feet was begun and two miles were completed during the year.

Amongst the public thoroughfares of the State must be mentioned one which is confidently claimed to be in a class by itself. It is a causeway of wood connecting the motor road at Kaki Bukit, the most northerly point in the road system of British Malaya, with the tin-mining area known as Wang Tangga. "Wang" is the local name for a crater-like hollow in the limestone hills. This causeway, some four feet wide, with hand rails on either side, runs in inky darkness along the course of a subterranean river under a ridge of hills some hundreds of feet high. Its total length is 330 yards and it curves this way and that as it follows the course of the stream which flows underfoot. When the stream is swollen with rain from the hills it roars and rushes almost level with the footway; and at times, when long continued rain has caused accumulation of water in the "Wang", it rises above the footway, above the hand rails and up to the roof and comes hurtling out full-bore into the Pelarit River at Kaki Bukit.

In normal times the causeway carries the numerous foot-passengers to and from this busy mining area. Along it, lighting their footsteps with scraps of damar, acetylene mining lamps or electric torches, come the coolies carrying out the ore, each man shouldering a bag weighing over one hundred pounds. Before the tunnel and its causeway were made this traffic had to go over the precipitous hill by a path which was by no means an easy one even to those who carried no load and had both hands free.

The tunnel in which the causeway is built is for the greater part of its length the natural channel made by the stream for itself in escape from the hills behind. In several places the rocky roof dipped down below the level of the water and blasting was necessary to make a passage. The footway is of hard wood planks and is supported on big baulks of timber the ends of which are firmly set in the rock. No flood suffices to do much damage to it except as to the hand rails which are lightly fixed easily carried away and as easily replaced.

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The limestone throughout its length has assumed strange shapes in stalactite and stalagmite, curtains, pillars and petrified fountains.

The maintenance of this " public road " in its eerie and fantastic setting is one amongst the many varied tasks which fall to the lot of the Public Works Department.

Two photographs of the tunnel are included herein.

Flood Relief and Irrigation.

The principal work initiated by the Public Works Department during the year was the South Perlis Irrigation Scheme. Plans for the scheme were drawn up in 1356 upon the advice of the Adviser on Drainage and Irrigation. These were fully described in last year's report.

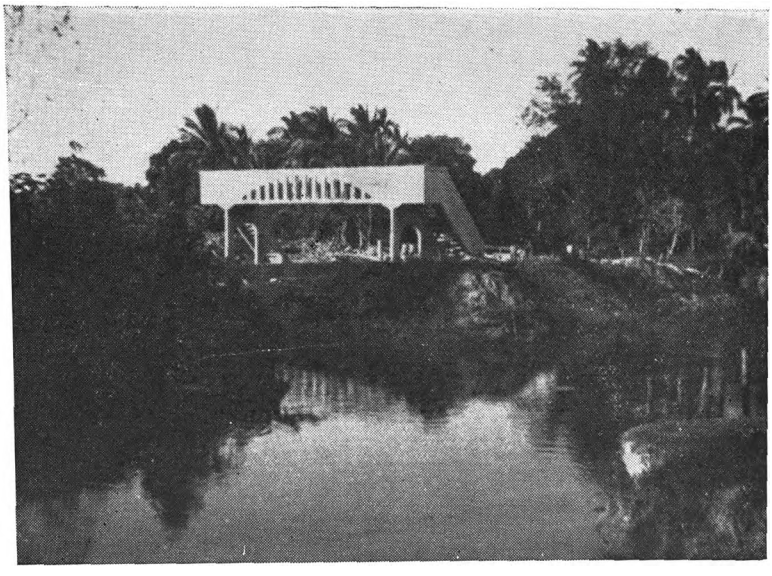
The scheme covers about 16,000 acres of which 9,000 are already rice-growing lands. The remaining 7,000 acres are at present under swampy jungle but can be brought under cultivation by means of this scheme and will do something to meet the demand from an increasing population for rice-growing land. Existing cultivation will be greatly improved by control of the water supply.

A Key plan included in this report shews the scheme and the areas affected. The year's work included surveys of Channels No. 1, 2 and 3, of drain No. 1 and of the sites of the control dams, excavation of channels No. 1 and 2 and of part of drain No. 1, and the erection of the concrete work for the control dam on the Sungei Arau. The steel gates for this dam were ready to be set up at the close of the year.

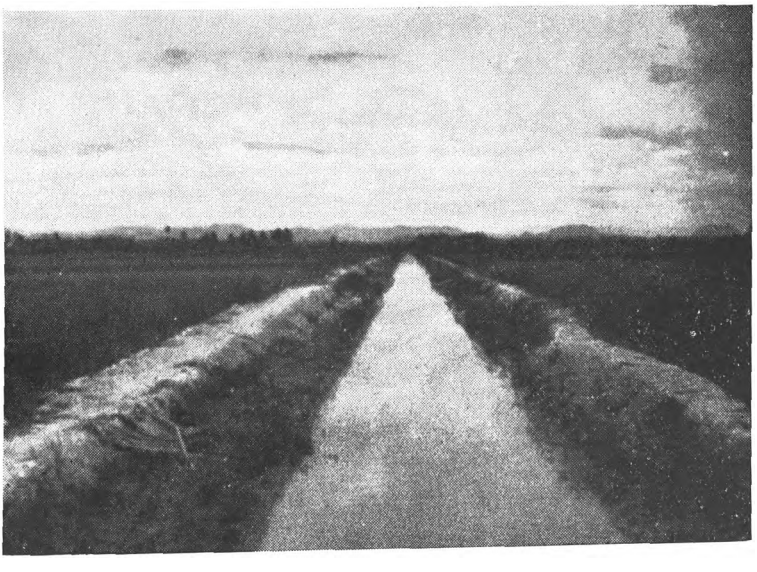
It can thus be claimed that good progress has been made with a scheme which will now proceed in instalments according to a planned programme. It will as it progresses enlarge and enhance the principal permanent asset of the State, its rice-growing capacity with its concomitant population of peasant proprietors settled on the land which they own.

A word of thanks is due to the Federated Malay States Railway Administration for permitting channels to be dug in certain parts of the Railway Reserve. Much time and expense in the acquisition of land from private persons was thus saved. This willing co-operation with the projects of the State Government is much appreciated.

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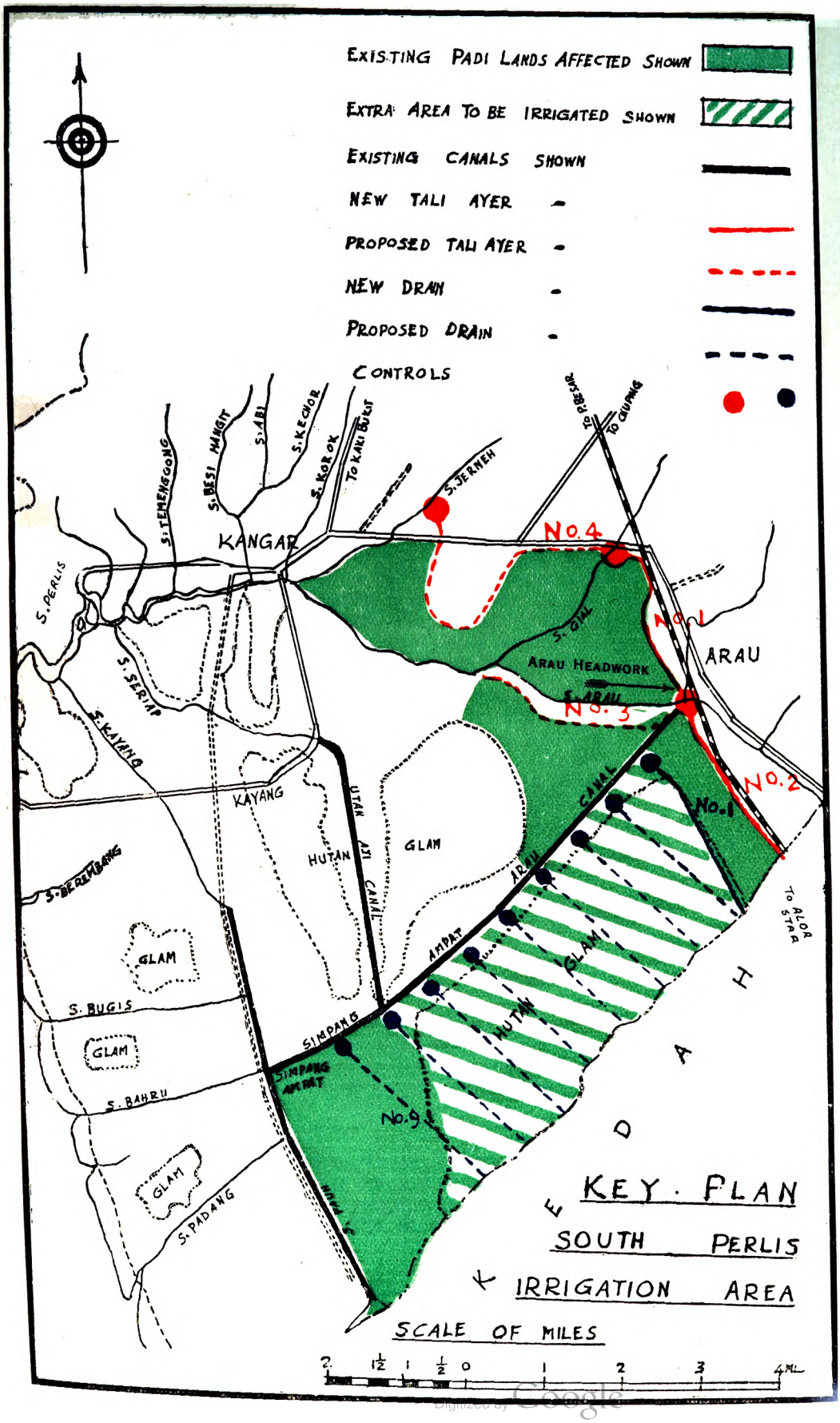
South Perlis Irrigation Scheme.
Arau Dam.



South Perlis Irrigation Scheme.
Typical Irrigation Channel.

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In addition to the scheme referred to above works of drainage and irrigation included the clearing of 32 miles of river and the building of three small control dams.

WATERWORKS.

The source of the water supply for Kangar and Arau is in the hills some nine miles to the north-west of Kangar. In dry months this supply can be augmented by a pumping and filtration plant at Repoh, two miles from Kangar, where water is pumped from the Sungei Jerneh and chemically treated to make it suitable for drinking purposes. It was not found necessary to use this auxiliary supply during the year under review.

Revenue continued to improve and exceeded expenditure, the figures being $4,182 and $2,814 respectively. The balance is small when regard is had to the capital cost of the Headworks and the Repoh Plant which was little short of $270,000. Provision of a pure water supply is however regarded rather as a measure for the promotion of the public health than as a producer of revenue.

The expenditure on improvement to the supply was just under $6,000 the chief items being the construction of a filter and clear water well at the Headworks. At the close of the year attention is being directed to the problem of providing, at reasonable cost, pure water supplies to the larger Kampongs. As the driest season of the year is also the season when a strong and steady wind from the north-east can be relied upon to occur, the possibility of raising water from deep wells by wind-power is under investigation.

WORKSHOPS AND TRADE SCHOOL.

The Workshops dealt satisfactorily with all repairs to plant, lorries etc., as well as supplying most of the pre-cast concrete such as drain inverts, culvert pipes, and fence-posts, required.

The Carpentry School for Malay apprentices was continued, two apprentices being taken on under this scheme, which has its object the training of local lads with a view to the improvement of the standard of carpentry and building in the Kampongs.

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LABOUR.

The minimum rate of pay to labourers was maintained at 50 cents a day throughout the year.

The supply of labourer generally was sufficient. There is a seasonal shortage of Malay labour during the padi-reaping months of January and February. This is, unfortunately, the best time of the year for undertaking earth-work. The health of the Department labour force was satisfactory.

STAFF.

Mr. A. L. McClure was in charge of the Department until 1st December, 1938 when he was relieved by Mr. A. D. Campbell. The State Engineer, Kedah, was consulted in connection with the larger works.

CHAPTER XIII

JUSTICE, POLICE AND PRISON.

COURTS.

The following Courts are established by law in the State:—

The Court of the Raja in Council.
The Senior Court.
The Junior Court.
The Sheriah Court.

The Court of the Raja in Council consists of the State Council. It hears appeals from the Senior Court and decides cases referred to it by the Senior Court when the two members of that Court are unable to agree. No such reference was necessary during the year.

The Judges, at present two in number, are appointed by the State Council. The strength of the bench will be increased in the forthcoming year by a part-time additional Judge.

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The Senior Court consists of a Judge sitting together with the Adviser. This Court has original and appellate criminal jurisdiction and appellate civil jurisdiction. It deals with Administration Suits in which the value of the estate amounts to more than $1,000.

The Junior Court consists of a single Judge. In its criminal jurisdiction its powers extend to fine of $250 and to imprisonment for one year. The Judge may, if he considers that his power of punishment is inadequate in any case, send the accused to the Senior Court for sentence. The civil jurisdiction of this Court is unlimited. Appeals lie to the Senior Court. The Sheriah Court consists of the Kathi or the Assistant Kathi and has jurisdiction over Mohammedans only in matters relating to marriage and divorce, control of children and the maintenance of religious observance. The Court can inflict fines not exceeding $15 or sentence of imprisonment not exceeding 14 days and can decide civil claims where the amount in dispute does not exceed $100.

Sentences of death and sentences of imprisonment for periods exceeding 5 years require to be confirmed by the State Council.

The Legal Adviser, Kedah, acts as Legal Adviser to the State.

The following is a record of the cases dealt with by the Courts in 1357.

CRIMINAL COURTS.

	Remaining over from 1356	Instituted 1357	Disposed of in 1357	Pending at end of 1357
Court of the Raja in Council ...	...	6	6	...
Senior Court (Appeals)	1	31	32	...
Senior Court ...	1	9	10	...
Junior Court ...	11	565	562	14
Sheriah Court ...	1	29	27	3

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CIVIL COURTS.

	Remaining over from 1356	Instituted 1357	Disposed of in 1357	Pending at end of 1357
Court of the Raja in Council (Appeals) ...	...	2	2	...
Senior Court (Appeals)	2	39	40	1
Senior & Junior Courts (Administration Suits)	82	12	14	...
Junior Court ...	56	342	334	64
Sheriah Court ...	8	65	71	2

Of the appeals to the Court of the Raja six were dismissed. In one, criminal, appeal the sentence was increased. In one, civil, appeal the case was sent back for re-hearing.

The balance of the Administration Suits, 80 in number, being small estate matters concerning land were handed over to the Land Office to be dealt with under the new Land Code which provides that estates of a total value not exceeding $1,000 shall be dealt with by the Land Office and not by the Courts.

In the Senior Court 21 Criminal Appeals were dismissed, 6 allowed and 5 decisions varied. Of the Civil Appeals 24 were dismissed, 5 allowed and 11 judgments were varied.

Sixteen inquiries into deaths by violence or accident were heard during the year.

GENERAL.

There has been an increase in the number of criminal cases instituted in the Courts during the year as compared with last year; 574 as against 483. This is a symptom rather of greater activity in the suppression of offences than of any notable increase in crime. In civil cases, the majority of which are for recovery of money lent there has been a marked decrease; 342 as against 412. This decrease of 17% follows upon a corresponding decrease of 30% and 12% in the two preceding years. From this continued decline it may be deduced that as old debts are gradually

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extinguished less new borrowing is taking place, an improved state of affairs which is attributed to various causes. Amongst these are a growing sense of responsibility in the people at large and a realisation, as education spreads, of the folly and danger of wild borrowing. Borrowing by Government servants from professional money lenders is now prohibited and recourse to a Co-operative Society encouraged. The Reservations Enactment is also playing its part, by restricting the use of land as security for debt.

A new Civil Procedure Code, passed last year, was brought into force during the year and a new Criminal Procedure Code passed. It came into force towards the end of the year. The re-enactment of these two codes of procedure on modern lines has done much to improve and accelerate the working of the Courts. To complete this re-organisation a revision of the Courts Enactment is being undertaken and is now in draft form.

The revenue from the Department was $9,410 as against $11,777 in the previous year. The decrease being due partly to the general decline in the number of cases entered, but mainly to the fact that small administration suits, as stated above, are now dealt with in the Land Office, the fees forming part of the Land Revenue.

POLICE.

The total strength of the Police Force at the end of 1357 was 79, made up as follows:—

Chief of Police	1
Inspector	1
Sub-Inspector	1
Sergeants	2
Corporals	4
Lance Corporals	6
Constables	60

There were also two Detectives, one Veterinary Constable and one Drill Inspector.

The Police Force was distributed among 7 Stations including the Headquarters Station at Kangar. The health and discipline of the Force were satisfactory. No difficulty was found in obtaining suitable recruits with a minimum height of 5 feet 4 inches.

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Training.

A retired Inspector of the Federated Malay States Police assists the Chief of Police in office work and in the instruction of other ranks in elementary law and police duties. For Drill and Musketry Instruction the services of a time-expired Lance-Sergeant of the Malay Regiment have been engaged with marked improvement in these directions. All members of the Force fired an instructional course of musketry at the Bukit Lagi Rifle Range.

During the year Police Regulations have been drawn up and printed. These are in two parts. The first covers organization discipline and cognate subjects. The second is a summary, in easily understandable form, of the duties and powers of police under the various laws under which police are commonly called upon to act. This summary, when assimilated by the rank and file, will do much to improve their efficiency as policemen and public servants.

Buildings.

In 1356 the duties of the Railway Police at the frontier station at Padang Besar were taken over by the State Police. The extra men required for these duties were quartered in a coolie lines rented from the Railway Department. This unsatisfactory but temporary arrangement has been superseded by the extension during the year of the Police barracks.

Considerable improvements were made to the barracks at Kangar by the building of new kitchens of modern type, bath-houses and latrines, by the fencing of the ground and by the laying down of asphalt pathways.

Crime.

901 reports were received during the year and 676 admitted, an increase of 54 on the number admitted during 1356. 412 arrest cases were brought before the Courts and convictions were had in 349 of these. Three reports of murder were received during the year. One case is pending at the end of the year; in the other two the charges were altered after trial to culpable homicide not amounting to murder and the accused sentenced to terms of imprisonment. No gang robberies or serious robberies were reported.

There was an increase in reports of theft particularly theft of bicycles. It is impossible to put a stop to this without registration and the task of registration would be formidable as the number of bicycles in the State runs into many thousands.

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It is probable that secret societies having as their object the extortion of protection many under threat of cattle maiming or theft still exist but they are becoming less active. Only when the victims of this extortion can nerve themselves to come forward to give evidence will these societies be stamped out.

Mui Tsai.

The Chief of Police is Inspector of Mui Tsai. He made 114 visits of inspection during the year. The Protector of Chinese, Kedah, also twice visited the State for the purpose. All were found to be happy and well treated. There were 15 on the register at the beginning of the year. The number was reduced to 12 during the year one having been restored to her parents and two having left the State. On their leaving the State the fact is reported to the Administration of the place to which they are going and responsibility for their supervision is taken over. The small number of mui tsai in Perlis makes possible a large measure of personal interest and supervision.

Alien Immigration.

Control of Alien Immigration is exercised at Kangar, Padang Besar, Kuala Perlis and Kuala Sanglang. During the year 1938, 2,113 Entry Permits and 105 Certificates of Admission were issued. One Certificate of Residence was granted.

By an arrangement with the Government of Kedah, the International Express which passes through Perlis from Bangkok twice weekly is inspected by Kedah Immigration Officials, who issue permits and collect the required deposits.

General.

The Police are also responsible for licensing of firearms, inspection of weight and measures, registration of vehicles and licensing of dogs. As from July 1938 Registration of Births and Deaths formerly undertaken by the Police Department was handed over to the Health Department; figures are given in Chapter IV. Officers in charge of outlying Police Stations still perform the duties of deputy registrars for their respective areas.

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Registration of cattle has now been made a function of the Land Office. This registration and licensing is free of cost to the owners and is designed primarily to combat cattle theft.

500 firearms were licensed as against 501 in 1356.

567 dogs and 48 bitches were licensed and 1,014 dogs and 917 bitches were destroyed.

The following motor vehicles were licensed during the year in comparison with 1356:—

	1356.	1357.
Motor Cars (including buses)	129	133
Motor Lorries	32	37
Motor Cycles	12	13

Registration of tricycles was introduced during the year. The increasing use of these vehicles for the carriage both of passengers and goods made the step advisable in order that their numbers might, if necessary, be controlled and supervision of structural safety exercised. A type of bicycle with side-car carrying a canework chair was introduced from Siam where these vehicles are in common use. The notion has proved popular and 52 are now licensed, a fee of $3 a year being charged. They provide a quick and efficient form of transport particularly as the road system of the State runs almost exclusively over flat country. They are known locally as " taxis ". Ordinary rickshas with running pullers are not permitted.

The Revenue of the Department from fees of all sources was $18,067 as against $13,836 in 1356.

The total expenditure of the Department was $42,959 being an increase of $1,747 over that of the previous year.

Prison.

There is one Prison in the State, situated at Kangar, in which long-sentence short-sentence and remand prisoners are detained. There are also lock-up cells in the Kangar Hospital to which prisoners may be transferred for medical treatment. The British Adviser is the Superintendent and he is assisted by a Gaoler, three N.C.O's, one Sikh and nine Malay warders.

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The daily average number of prisoners in 1357 was 30 as against 26 in 1356. The prisoners detained in custody were classified as follows:—

Criminals.	Safe Custody.	Debtors.	Vagrants.	Total.
157	80	5	1	243

The total number admitted during the year was 141 of whom 104 were first timers and 37 recidivists.

Classified by age:—

Under 15 years			1	(sent to Reformatory school)
15	to	20	„ 16	
20	to	25	„ 27	
25	to	50	„ 85	
Over		50	„ 12	

125 convicted prisoners were released during the year and 38 remained at the end of the year. There was no execution, suicide or death. There was no escape nor attempt to escape.

The health of prisoners continued to be satisfactory, the daily average in hospital being .46% of the daily average total number of prisoners. It is noteworthy that an all round increase in physical condition normally occurs and the prisoner is an exception to the general rule who does not go out of the gaol weighing several pounds more than he did on entry. This is attributed to regular hours, plentiful food and conditions of labour which are sufficiently strenuous without being excessive. Every prisoner is medically examined on admission and the Assistant Medical Officer visits the prison three or four times a week examines each prisoner, and prescribes treatment where requisite. There were 49 admissions to Hospital. Special attention is given to the mental health of long sentence prisoners and of those awaiting trial on serious charges.

Work in the prison includes rice milling, rotan work, carpentry, book-binding and tailoring. Extra-mural work such as scavenging, earthwork, grass cutting and gardening is carried out. A large vegetable garden provides all the vegetables required for use in the gaol; a surplus is often available for sale. Approximately one half of the prison population is engaged in extra-mural labour.

Rice milled in the prison during the year sold for $324. Government Departments are supplied with gaol manufactures and the sale of these realised $370.

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There is no separate accommodation for juveniles; such offenders are normally sent to the Reformatory School in Singapore. There was one such during the year. Female prisoners are detained in a separate building adjacent to the prison under the charge of the wife of a warder. There were no females in custody during the course of the year.

The total expenditure of the Department was $9,956 as against $9,915 in the previous year. The continued low average population of the prison enabled a small reduction in staff to be effected; increased expenditure was incurred on account of prisoners' rations the scale and quality of which was recently revised.

With an average population of only 30 prisoners a personal interest in individual welfare becomes possible. There is a general absence of resentment or bitterness among the inmates and prison offences are not numerous. It is no uncommon thing in a territory of the size of Perlis to meet "ex-inmates" in the ordinary course of events. Such meetings are often marked with a cordiality more suggestive of a meeting of old friends than of Superintendent and ex-convict.

CHAPTER XIV

LEGISLATION.

Twelve Enactments were passed during the year. A short account of the effect and purpose of each is appended.

Enactment No. 1 of 1357. The Mining (Amendment) Enactment. This amends the law relating to mining by making certain parts of the Land Enactment, passed last year, applicable to land held under mining titles. The effect is that the procedure relating to registration of dealings and collection of revenue in respect of mining land is the same as in the case of agricultural and other land. The provisions relating to subleases are improved.

Enactment No. 2 of 1357. The Vehicles (Amendment) Enactment, provides for the licensing of tricycles. These vehicles are becoming increasingly popular both for goods and passengers. They have been introduced from the neighbouring territory of Siam where they are a common form of conveyance. The fee at present charged for a licence is $3 per annum. This control enables the public to be protected by the maintenance of a proper standard of structural safety.

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Enactments No. 3 of 1357 and 7 of 1357 (Rubber Regulation, Amendments). These two amending entctments are designed to bring the law of the State into conformity with the International Rubber Regulation Agreement in respect of new planting rights, replanting, and stocks.

Enactment No. 4 of 1357 removes from the Banishment Enactment those provisions, regarded as undesirable, under which in certain circumstances instead of an order of banishment an order could be made for the execution of a bond conditioned to ensure the good behaviour of the person against whom it was made and in default for such person's detention in prison.

Enactment No. 5 of 1357. The Criminal Procedure Code. This is the most important piece of legislation of the year, a complete re-statement of the law with regard to procedure in criminal matters in 187 sections. It replaces an enactment which dated from 1329 A.H., the year following that in which the State came under British protection. The repealed law had been altered and added to from time to time but was still deficient in many ways and inadequate for its purpose.

Enactment No. 6 of 1357. Registration of Aliens. This provides machinery for the registration of aliens resident in the State. The exemption of certain races is contemplated. The enactment has not yet been brought into force.

Enactment No. 7 of 1357, (included with Enactment No. 3 above).

Enactment No. 8 of 1357. Chandu (Amendment). By this short enactment power is taken to return forfeited articles in cases where damage might otherwise be caused to an innocent party.

Enactment No. 9 of 1357. The Waters Enactment. This enactment invests the Government with power to control rivers, canals and other watercourses. The protection of such channels from obstruction and damage, prevention of pollution and the regulation of the use of water for agricultural and other purposes are amongst the matters dealt with. The assumption of such powers at the present juncture is most necessary in view of the large schemes of irrigation and drainage of rice-growing areas now being undertaken, involving the construction of numerous channels and the proper use of the available water.

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Enactment No. 10 of 1357. The Pawnbrokers (Amendment) Enactment. This enactment provides for the payment into the Government Treasury of the balance, if any, after satisfaction of the pawnbroker's claim for principal and interest upon the sale of an unredeemed pledge. Such balance will be refunded if claimed. At present such balances, often unclaimed, accrue to the pawnbroker.

Enactment No. 11 of 1357. The Harbours (Amendment) Enactment. By this enactment the International Convention concerning unemployment indemnity payable to seamen in the event of the loss of their ship is implemented in the State.

Enactment No. 12 of 1357. This small amendment of the Police Force Enactment is consequent upon the abolition of Railway Police. The duties of these have for the most part been taken over by the State Police but it is desired to preserve powers to members of the Federated Malay States Police within the limits of the Railway premises.

In addition to the above Enactments a new Civil Procedure Code, drafted and passed towards the end of last year, came into force during the year under review. Three major pieces of legislation have thus been passed within the last two years: The Land Code, the Criminal Procedure Code and the Civil Procedure Code. A revision of the Courts Enactment is under consideration at the close of the year.

Enactments are drafted in English and then translated into Malay. Both versions are published. The Malay version is the law.

CHAPTER XV

BANKING, CURRENCY, WEIGHTS AND MEASURES.

BANKING.

The only bank in the State is the Post Office Savings Bank at Kangar, which had a sum of $20,050.77 to the credit of 263 depositors at the end of the year, as against 248 depositors with $30,385 held at the end of the previous year.

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CURRENCY.

The unit of currency is the Straits Settlements Dollar which has a par value of two shillings and four pence.

WEIGHTS AND MEASURES.

The unit of weight is the pikul (of 133 1/3 lbs.) which is divided into 100 katis. English and Chinese weights are also used.

The unit of measurement of capacity is the gantang, of which the kuncha (160 gantangs) and the naleh (16 gantangs) are multiples.

The unit of land measurement is the relong which is the equivalent of 0.71 of an acre.

CHAPTER XVI

PUBLIC FINANCE AND TAXATION.

The Estimates of Revenue and Expenditure for the year 1357 provided for a revenue of $698,270 and expenditure of $679,262. The actual revenue collected was $747,756 and the expenditure was $700,190. Revenue exceeded expenditure by $47,566. Appendix A shews the annual revenue and expenditure since the date when the State first came under British protection. A statement of the items of 1357 revenue, compared with that of 1356, is given in Appendix C, and similarly of expenditure in Appendix D.

At the end of the year assets exceeded liabilities by $683,499 as compared with $635,933 at the end of 1356. A detailed statement will be found in Appendix B. The public debt stood at $50,000 being the balance of a sum of $100,000 borrowed from the Government of the Straits Settlements for road development. The terms of the loan include repayment of the capital at the rate of $10,000 a year; interest @ 3% on the outstanding balance is charged. The financial position enabled repayment of $50,000 to be made during the year under review.

A contribution of $12,000 was made from revenue to Opium Revenue Replacement Fund which stood at $299,681 at the end of the year. Accruing interest is also paid into the Fund.

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REVENUE.

The Revenue was derived from the following sources, the amount collected under each head and percentage of each to the total being shewn:—

	$	%
Customs Import Duties ..	288,540	38.59
Customs Export Duties ..	127,042	16.99
Chandu Monopoly	157,492	21.06
Lands and Mines	74,986	10.03
Municipal	27,145	3.63
Interest	24,944	3.33
Other Heads	47,607	6.37
TOTAL ..	747,756	100.00

Revenue is obtained mainly by means of indirect taxation, by customs duties. A summary of the tariff is given below. A few changes have been made during the year in consequence of the Anglo-American Trade Agreement, the items with which Perlis is concerned being silk stockings, dressed leather and canned salmon. The preferential margin on these items was reduced, as was also the first registration charge on foreign cars. The duty on British sugar was reduced early in the year but loss of revenue was such that the rate had to be restored to its former level of three cents a pound.

IMPORT DUTIES.

DESCRIPTION OF ARTICLES	Unit	RATES OF DUTY	
		Full Duty	Preferential Duty
		$ c.	$ c.
Rectified Spirit	per proof gallon	14 00	
Brandy and any other intoxicating liquor not hereinafter provided for	,,	14 00	10 50
Brandy in bottle and accepted by the Superintendent as not exceeding 81 per cent of proof spirit	per gallon	10 50	8 00

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IMPORT DUTIES.—(*Contd.*)

DESCRIPTION OF ARTICLES	Unit	RATES OF DUTY	
		Full Duty	Preferential Duty
		$ c.	$ c.
Whisky, Rum and Gin ...	per proof gallon	13 00	
Whisky, Rum and Gin in bottle and accepted by the Superintendent as not exceeding 81 per cent of proof spirit	per gallon	9 50	
Toddy Arrack, Saki and Samsu including Medicated Samsu ...	per proof gallon	12 00	
Bitters and Liqueurs not exceeding 100 per cent of proof spirit ...	per gallon	13 00	
Sparkling wines not exceeding 42 per cent of proof spirit ...	,,	6 00	5 00
Still wines exceeding 26 per cent but not exceeding 42 per cent of proof spirit	,,	4 50	3 90
Still wines not exceeding 26 per cent of proof spirit	,,	1 50	90
Ale, beer, stout, porter, cider and perry	,,	1 30	1 20
Cigars and snuff	per lb.	1 60	
Cigarettes	,,	1 10	1 00
Unmanufactured tobacco ...	,,	70	
Manufactured tobacco excluding cigars, cigarettes and snuff ...			
(*i*) imported for sale in airtight tins or containers	,,	1 10	1 00
(*ii*) not otherwise provided for	,,	80	
Brassware, bronze and bronze copper and copper wares ...	ad valorem	15%	5%

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IMPORT DUTIES.—(*Contd.*)

DESCRIPTION OF ARTICLES	Unit	RATES OF DUTY	
		Full Duty	Preferential Duty
		$ c.	$ c.
Cartridges	per 1,000	11 00	10 00
Coffee	per kati	04	03
Piece goods made of Silk, Cotton, Linen, Artificial Silk, and all mixtures made of Cotton, Linen Artificial Silk, Silk and, or, other materials	ad valorem or per yard	20% or 5 cents per yard whichever is higher.	10% or 2½ cts. per yard whichever is higher.
Hosiery of pure silk	ad valorem	15%	10%
Cotton, Linen, Jute, Silk, or artificial Silk, Felt, Flannel, Woollen and all Textile goods made from Plant Fibres, whether finished goods or not, other than yarn, thread, Gunnies and waste, except as provided above ...	ad valorem	20%	10%
Fishmaws and sharksfins ...	,,	15%	5%
Groundnuts	per pound	02	01
Groundnut oil, kachang and gingelly oil	,,	04	02
Matches	per 10,000	1 00	
Methylated spirit	per gallon	05	
Milk condensed and powdered ...	per pound	05	01
Motor tyres and inner tubes ...	ad valorem	20%	Free
Paraffin wax	,,	15%	5%
Perfumery	ad valorem	,,	25%
Petrol	per gallon	35	
Petroleum other than Petrol ...	,,	10	

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IMPORT DUTIES.—(*Contd.*)

DESCRIPTION OF ARTICLES	Unit	RATES OF DUTY	
		Full Duty	Preferential Duty
		$ c.	$ c.
Rubber boots and shoes, and canvas boots and shoes with rubber soles	per pair	.50	25%
Sugar and sugar mixed with water	per pound	.03	
Leather, dressed	ad valorem	10%	5%
Tanned hides and skins not provided for above	,,	15%	5%
Tea	per pound	.08	.06
Canned Salmon, Red, sock eye or blue back and silver ...	ad valorem	12½%	5%
Fruits, Jam, marmalade, Vegetables, Fish, Meats and Soups in metal, glass or earthenware containers except as provided above ...	,,	20%	5%

EXPORT DUTIES.

Description of Articles.	Unit.	Duty.
		$ c.
Arecanuts	ad valorem	2½%
Coconut	,,	2½%
Copra	,,	2½%
Pepper	,,	2½%
Tobacco	,,	2½%
Rice:—		
(*a*) Rice	per pikul	10

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EXPORT DUTIES—(*Contd.*)

Description of Articles.	Unit.	Duty.
		$ c.
(*b*) Padi	per pikul	10
(*c*) Broken rice	,,	05
(*d*) Bran	,,	03
Tapioca	ad valorem	3%
Attap (Nipah and Rembia)	,,	5%
Bamboos, Damar and other jungle produce	,,	5%
Timber	,,	10%
Getah Jelutong (Jelutong rubber) ...	,,	5%
Getah Rambong (India rubber) ...	,,	5%
Cattle and pigs	each	1
Sheep and goats	,,	25
Fowls, geese and chickens	,,	05
Pigeons	,,	01
Coal	per pikul	2
Gallena	per ton	1
Tin	ad valorem	10%
Tin-ore	the duty on tin	72%
All other metals and metalliferous ores ...	ad valorem	10%
Sea fish, crabs, prawns, shell fish, sharks-fins etc.	,,	20%
River and pond fish	,,	10%
Beche-de'mer and Fish maws ...	,,	10%
Elephants	,,	20%

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EXPORT DUTIES. -- (*Contd.*)

Description of Articles.	Unit.	Duty.
		$ c.
Tusks	„	10%
Phosphates (guano)	„	10%
Bricks and tiles	„	5%
Bones, hides, horns, fat and tallow ...	per pikul	2
Eggs	per hundred	10
Kambing Gurun (dead or alive) ...	per head or portion	20
Rubber—		
Export duties are levied at the following percentage ad valorem rates according to the price of rubber in cents per lb. :—		
Under 20 cents	ad valorem	1%
20 cents and under 22 cents ...	„	1½%
22 „ , 24 „	„	1¾%
24 „ „ 26 „	„	2%
26 „ „ 28 „	„	2¼%
28 „ „ 30 „	„	2½%
30 „ „ 35 „	„	3%
35 „ over per pound ...	„	3¼%

Chandu is bought from the Government of the Straits Settlements and sold at the rate of 26 cents per 2-hoon tube. A rationing system is in force. The revenue from this source remained approximately the same as in 1356.

Lands and Mines.

Taxation by way of land rents is low, 50 cents or $1 a year being the normal rent for a relong of agricultural land, for rice or other cultivation respectively. A small premium is also charged in alienation. No premium is

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charged on mining land which is occupied under short-term leases only, owing to the uncertain nature of the mining. Revenue from this source is mainly obtained by means of an export duty.

Municipal. Municipal revenue amounted to $27,145 as against $24,582 in 1356. It consists principally of House Assessment (10% on annual value of buildings in Sanitary Board areas), charges for conservancy and water services, market and slaughter fees, and licence fees for special trades.

Interest on investments increased from $20,696 in 1356 to $23,619 in 1357. The total capital sum stood at $648,129 yielding an average rate of 3.64%.

EXPENDITURE.

The expenditure totalled $700,190, which is greater by $65,701 than that of the previous year. The following were the main categories of expenditure and their ratio to the total:—

	$	%
Personal Emoluments	259,736	37.10
Ruling House Allowances etc. ..	31,633	4.52
Opium Revenue Replacement Fund	12,000	1.71
Other Charges (recurrent) ..	130,935	18.70
Special Expenditure	39,225	5.60
Public Works (recurrent) ..	56,272	8.04
Public Works Extraordinary ..	170,389	24.33
TOTAL ..	700,190	100.00

As will be seen from Appendix D, where more detailed comparative figures are given, expenditure on Public Works (Special Services) remains a main item of expenditure. Details of the work completed during the year will be found in Chapter XII. A determined effort has been made to avoid increases of a recurrent nature. It is realised that the prosperity enjoyed during the year may well be

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transient. While therefore available surplus is freely used for the construction of the many works of which the the State stands in needs the restriction of recurrent liability will enable retrenchment to be faced with equanimity should the need arise.

It may be of interest to record for purposes of comparison the amounts spent on Special Public Works during the past few years. They are:— 1350, $957; 1351, $9,446; 1352, $38,899; 1353, $44898; 1354, $66,168; 1355, $85,615; 1356, $164,602; 1357, $170,389. The figures for 1356 and 1357 include, in each case, a sum of about $40,000 spent from loan account on the construction of the Kuala Perlis Road.

CHAPTER XVII

MISCELLANEOUS.

LANDS AND MINES.

The new Land Code, brought into force last year, is found to be working well. It applies, with necessary local modification, the principles and practice of Land Administration as found in other parts of Malaya to Perlis.

The total number of dealings registered was 1,653 and it is clear that the peasantry is beginning to realise the value of registration. Applications for distribution of small estates (a matter which has recently been taken over from the Courts by the Land Office) numbered 445. 161 were dealt with.

Agricultural holdings alienated prior to 1335 A.H., corresponding to 1916—17 A.D., are usually found to be held under old grants. These old documents vary in form according to the period during which they were issued, some dating back to the time of the reign of the first Raja of Perlis, Syed Hussin. They were invariably hand written and some make interesting reading. They usually begin with the old style formula of reference to date. Then comes a brief statement of the facts on which the claim of the occupant of the land is based, a reference to the proceedings held to verify the facts, and a statement of the law applicable to the case as expounded by the Kathi. The decision of the Raja conferring title to the land on the holder of the deed and his heirs and successors is set out. This

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is followed by a description of the land and, as a precaution against fraudulent alteration, the scribe's reference to the number of lines of which the document consists and the number of corrections of errors therein. A rough sketch of the land is usually given on the back of the deed showing the dimensions and abuttals.

Land alienated in 1335 A.H. and thereafter was entered in the "Register of Milek" (corresponding to a register of approved applications) pending demarcation or survey.

Both the "Old Grants" and the entries in the "Register of Milek" are being replaced, under the recently enacted Land Code, by entries in the Mukim Register for country land not exceeding 50 relongs, and by Large Grants for town village land and for country land exceeding 50 relongs. A relong is .71 of an acre.

The following table shows the number of holdings with their aggregate areas held at the end of the year as compared with those held at the end of the preceding year.

Forms of Titles	1357		1358	
	No. of Holdings	Total Area	No. of Holdings	Total Area
		R. J.		R. J.
Old Grants ...	7,330	24,893–450	7,558	25,787–442
Small Grants ...	7,136	17,583–272	7,147	17,678–388
Reg. of Milek ...	7,396	31,136–092	7,013	30,033–044
Entries in M. R.	1,276	3,056–106	1,068	1,807–340
Large Grants ...	8	1–460	7	–175
	23,146	76,671–212	22,790	75,307–421

In addition there were at the end of the year 7,526 Temporary Occupation Licences.

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The minimum rates of premium on alienation of State Land for agricultural purposes are as follows:—

A. For Rubber cultivation.

(i) For areas up to 15 relongs..	$10	a relong.
(ii) For areas from 15 to 100 relongs	$15	„
(iii) For areas over 100 relongs	$25	„

B. For Bendang land (any area) .. $ 3 „

C. For Kampong and other cultivation.

(i) For areas up to 50 relongs..	$ 5	„
(ii) For areas over 50 relongs ..	$10	„

The minimum rate is usually charged.

D. Town lots are alienated at varying prices up to 10 cents a square foot.

Annual rents on a relong of agricultural land are as follows:—

(i) For rubber cultivation	$1.
(ii) For padi or kampong cultivation ..	50 cents to $1.

Town lots are charged a rental of $2 a year for a lot of 2,400 square feet or less.

The total revenue collected on account of Lands and Mines was a little under $75,000, an increase of $2,700 over the previous year's figure.

The planting up of new padi areas entails much preliminary labour in clearing and bund-building. When therefore this is done by way of the unauthorised occupation of State Land the State, sympathising with the hard lot of the planter, instead of prosecuting him for an unlawful act is usually more inclined to regularise his position by granting him an occupation licence or a title. It is necessary to hold the balance between discouraging unlawful occupation and promoting the production of rice.

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Land for mining purposes is generally given out on short term leases of 5 years. Owing to the uncertain nature of the cave mining in the Perlis hills titles for longer periods are not regarded as suitable or desirable. For such short terms (regard being had to the difficulty of the terrain) the cost of surveyed boundaries would be out of proportion to the value of the grant and it is therefore the practice to rely on demarcation by the Land Office. Some uncertainty, leading to occasional litigation, results; but in an area where mining and prospecting are synonymous no other course is practicable.

The following table gives the number of mining applications dealt with during the year.

	No.	Area Relongs.
Applications brought forward from the preceding year	31	558
Applications received during the year 1357	48	1,396
Applications disposed of during the year	44	1,097
Applications outstanding at the end of the year	35	858

Most of these applications were for renewal of expiring mining certificates, covering land for which ore was in process of being extracted. New mining enterprise has been discouraged by the refusal to issue new certificates, in the interests of the tin Restriction Scheme.

The direct revenue from mining was $6,229, an increase of $104 over the 1356 figure. 22,893 pikuls of ore were exported.

No arrears of land revenue were outstanding at the end of the year, a matter which reflects great credit on the Land Office staff.

SURVEYS.

The Survey Department is under the supervision of the Superintendent of Surveys, Kedah, and all office work is done in the Kedah Survey Office.

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A decision of some importance was taken during the year which should result in the completion of the survey of the whole State in the short space of six years. At the present rate of progress complete survey could not have been attained in less than 20 years. The proposed scheme is of mutual advantage to the State and to the State of Kedah which provides the staff. Work in the latter place is decreasing while in Perlis there are still large arrears to be made up. The arrangement shortly is that for the purpose of actual survey operations Perlis and North Kedah are treated as one district and staff is distributed to the best advantage. It would not be possible to pay in six years, out of annual revenue, for the cost of the whole, and the arrangement provides that the cost will be spread over ten years. This entails the provision of approximately $18,000 a year for ten years. The gross estimated cost of completion, $180,000, is however conservative and it is considered that the actual cost will be less than this. The elasticity afforded in staffing arrangements by the scheme will enable the money available to be spent to the best advantage and for other economies to be effected.

As an example of the way in which the scheme will work it may be mentioned that in North Kedah the bulk of the work remaining to be done is in padi field areas and can most economically be carried out in the dry season. This makes surveyors available for Perlis who might otherwise be unprofitably employed. This is to the advantage of Kedah. Perlis gains by having its whole survey completed in a very short time and at reduction of cost, with the added advantage of a deferred system of payments.

The final survey of demarcated holdings is being pushed forward rapidly. Extra provision was made during the course of the year and progress has been good. The system of surveying the outer boundaries of small groups of lots with sufficient internal boundaries to ensure adequate information for the replacement of all marks has been adopted. This renders unnecessary further survey of a large proportion of the internal boundaries and considerably reduces the cost of the work.

The following table shows recent progress:—

	1355	1356	1357
Under action in office ...	35	865	2623
Satisfied during the year ...	191	310	1921
Satisfied to date ...	267	577	2498
Cost ex supervision ...	$7,332	$6,411	$6,920

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Lucigraph sheets for the whole State have been supplied during the year. They are made by assembling prints of sections of the Survey Office preliminary plans. They are cheaply produced and will serve a useful purpose until the final standard sheets are drawn.

The total expenditure of the Department was $19,895.

SANITARY BOARD.

The Sanitary Board consists of five official and five unofficial members, appointed by the State Council; of the unofficial members four are Chinese and one Malay.

There are four Sanitary Board areas and in four additional areas there is control of building operations, two having been constituted during the year. Full Sanitary Board control will be extended to these areas as soon as possible. In the Board areas scavenging, street lighting and conservancy services are supplied. Three have a piped water supply.

In addition all lands within 100 feet of the centre of any metalled Government road are subject to control with regard to the sanitary condition of the premises and the sale of food and drinks.

During the year the boundaries of the Kangar area were re-defined. The Kuala Sanglang village site was improved by the erection of earthern banks to keep out flood water.

The activities of the Board have been touched on elsewhere in this report, namely under Health and Housing. In fact much of the activity of the Health Department detailed in the appropriate Chapter takes place in Sanitary Board areas.

There has been considerable all round progress in the course of the year in conservancy, water supply and the sanitary control of the sale of food and drink. A new Sanitary Board Enactment and By-laws now in course of preparation will do much to help the Board's control in these directions.

The revenue of the Board increased by about $2,500 to $27,145.

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CO-OPERATIVE SOCIETIES.

The Co-operative Societies Department, since its inception twelve years ago, has been under the charge of an officer who received training in the Co-operative Societies Department of the Federated Malay States. It is pleasing to record a marked increase in the membership and capital of the societies during the year.

The following summary of the activities of the societies during the last five years shows satisfactory progress.

	1353	1354	1355	1356	1357
Number of Societies ...	19	18	19	20	21
Membership ...	560	491	530	665	826
Total working Capital ...	$55,958	$53,078	$61,351	$71,446	$104,938

The twenty-one societies comprise two urban societies, namely the Perlis Government Servants' Co-operative Thrift and Loan Society Ltd., and the Perlis Government Labourers' Co-operative Credit Society Ltd., and 19 rural societies.

The Perlis Government Servants' Co-operative Thrift and Loan Society, which has completed its twelfth year, had a membership of 282 and paid-up subscription of $40,958 at the end of the year as against 192 members and $31,839 in the previous year. The Reserve Fund rose from $4,573 to $4,970. The financial position of the society is very sound.

During the year a strenuous effort was made by the Society to free its members from outside debt. On the security of its investment in Federated Malay States 1936 Loan an overdraft of $12,000 was obtained from the Bank and this together with a loan of $3,000 from the Government (now repaid) and $5,000 from another Society has enabled the Society to make progress with this task. The Society's investment of $15,000 in 3% Federated Malay States Loan remained intact.

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During the year the Society earned a gross profit of $3,475; expenses totalled $513, leaving a net profit of $2,962 an increase of $1,646 over that of the previous year. This is sufficient to enable a 6% dividend on the paid-up subscriptions to be declared and is effective in bringing home to the public mind the benefits of saving and investment. It is significant that the membership of this society increased by 50% during the year.

The Perlis Government Labourers' Co-operative Credit Society Ltd., continued to show steady progress and has completed the fifth year of its life. Its membership increased from 93 to 128 and paid-up subscriptions from $5,640 to $8,068 during the year. The total increase over the last two years amounts to no less than 116%.

Rural credit societies increased during the year from 18 to 19 and their membership from 380 to 416. The members of the Kuala Perlis society are mostly fishermen and those of the others agriculturists, chiefly occupied in padi planting. There is also a small number of traders and artisans who practise their art and craft at the weekly fairs. The amount of share capital paid up increased from $19,389 at the end of last year to $23,135.

Nine societies have now successfully completed ten years of their existence. This is a big factor in the increasing confidence which the peasantry at large are displaying in the co-operative movement.

Much is now heard of "Buffer Pools" and it is interesting to note that the principle has been applied this year in the local padi market. It has proved a successful experiment. At harvest time the price of padi is naturally low, $9 per Kuncha (160 gallons) being a normal price. Six months later $14 or even $16 may be obtained. Societies with surplus funds earning perhaps 2½% in a Savings Bank lent money to their members at 3 or 4 per cent for purchasing padi co-operatively at harvest time. The padi was sold when the price improved. During the year a total sum of about $8,000 was so lent and good profits made.

Societies situated in localities which are unsuitable for padi purchasing are able to deposit surplus funds with societies which are in a position to enter the market. Interest at 4% is paid on the money so deposited and the profits made are thus distributed over a wide area.

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These purchasing schemes not only bring direct profit to the societies and their members but by introducing competition force the professional padi buyers to offer better prices and so benefit the farming community generally.

Weekly Fairs.

The question of the effect of the recent arrangement under which only Malays and local Siamese were permitted to sell goods in the weekly fairs was discussed at length in last year's report. The arrangement continued to operate satisfactorily throughout the year. Some opposition from "foreign" traders was encountered but it was decided to be in the true interests of the people that the fairs should be kept as places where local people can sell and exchange local goods. The sale of cloth and other imported goods is limited to a certain allotment of space varying in size with the size and importance of the fair.

Apart from their value as local trading centres and training grounds for novices in the intricacies of Kampong Commerce these weekly market days serve a useful purpose in providing an opportunity for the exchange of ideas and the discussion of local problems in an atmosphere of sociability and friendly rivalry.

During the year the important market at Simpang Ampat formerly managed as a profit-making concern by a private individual was purchased and taken over by the local rural credit Society and is now run for the common benefit of the members, most of whom are regular traders in it.

Zakat and Fitrah.

"Zakat" is a tithe assessed on the padi crop paid by padi planters to the religious organisation for charitable purposes. "Fitrah" is a contribution of milled rice paid by every house-holder at the end of the fasting month at the rate of one gantang for every person in his house. The smallest child is included and in fact it is a usual method of describing a child's age to say "so many times fitrah has been paid for him".

The total contribution during the year was valued at $52,500. A sum of $37,900 was spent on various charitable and religious purposes and $6,000 was added to the Reserve Fund against failure of crops. The Reserve Fund now amounts to $20,000 and has been invested in Straits Settlements 3% Loan.

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Nine new mosques were under construction in various parts of the State, of which three were completed and officially opened during the year. Eleven mosques were repaired. A sum of $7,000 has been set aside for the building of a decrepit home.

The Alwee Religious School at Arau is supported by the Fund. A qualified teacher, engaged from Egypt through the good offices of His Majesty's Consul General at Cairo, is in charge of the teaching at this school.

The Rules governing the collection of these contributions have been revised and codified during the year. With a view to preserving their charitable character the penalties formerly attaching to non-payment have been extinguished. It is further provided that the services of Penghulus and other Government officers cannot, as formerly, be requisitioned by the Zakat and Fitrah Committee except with Government approval. In addition to the building and maintenance of mosques the Fund contributes (at present a token vote only) towards the salaries of Koran Teachers and pays one half of the annual gratuities to the village mosque officials.

GENERAL.

The dignity of a Knight Commander of the Most Excellent Order of the British Empire was conferred upon His Highness the Raja in the New Year's Honours List, 1938. In July His Excellency the High Commissioner visited the State and presented His Highness with the insignia of this honour. The occasion was His Highness' 56th birthday. The whole State was *en fete* for several days. On the morning of the presentation ceremony a procession of elephants, escorting the insignia, arrived at the Raja's Balai where His Excellancy was present and the ceremony of investiture was held.

His Excellency stayed for two days in the State and visited various caves and an underground tin mine. The new road to Kuala Perlis became passable for traffic just in time for a visit to be made there by car.

An event of great importance to the State which occurred during the year was the selection of a successor to the Rajaship. On 30th April, 1938, the State Council, subject to the approval of His Majesty the King when the occasion may arise, selected Tuan Syed Putera bin Syed Hassan Jamalulil to be the successor to the Rajaship in default of heirs male to His Highness. Tuan Syed Putera is a grand-nephew of His Highness. He is at present a student at the Penang Free School.

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Procession of Elephants at Investiture Ceremony Arau.

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In August His Highness the Raja with the approval of His Excellency the High Commissioner appointed Wan Ahmad bin Wan Daud, Officer-in-Charge of Co-operative Societies, to be a member of the State Council.

On 5th June His Highness laid the foundation stone of a new Government Office Building in the presence of a representative company of officials and others. The building is nearing completion as this is written and when opened will house all the departments of the Government other than the Medical, the Courts and the Police.

A parade of police and scouts was held on June 9th in honour of the Birthday of His Majesty the King, followed by a mass drill display by school children.

Armistice Day was celebrated in the usual manner and the "Silence" was observed at a gathering of the officials and the general public. A word of thanks is due to the Chinese community which, in spite of the calls made upon them by their own national relief funds, contributed generously to the Poppy Day collection. The collection which is confined to members of the Government service and to those who fully understand the significance of the occasion surpassed in amount the collections of previous years.

At the close of the year the question of raising a local platoon of volunteers to be affiliated to the Volunteer Force of Kedah was under consideration, and was receiving encouraging support.

Sir Lewis Fermor, late Director of the Indian Geological Survey, visited the State in September.

A flood, due to exceptionally heavy rainfall in the hills, occurred in the Kangar river basin in November. No serious damage was done; a few acres of newly planted padi were destroyed but on the whole by the destruction of rats and other pests the flood did more good than harm to the crops.

The year has been one of considerable prosperity. The uncertainty surrounding the future of the local tin mining industry makes it necessary to accept annually recurrent commitments with caution. Much useful work has however been completed with the balances recently available, mainly in the direction of road development and irrigation schemes.

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The writer of this report has been the Adviser to the Government of Perlis throughout the year and wishes to take this opportunity of placing on record his appreciation of the co-operation and support given him by all ranks of the Government Service. The thanks of the Government are again tendered to numerous members of the unofficial community for assistance in various capacities during the year.

C. W. DAWSON,
British Adviser, Perlis.

KANGAR,

4th April, 1939.
13th Saffar, 1358.

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APPENDIX A.

Comparative Statement of Revenue and Expenditure from A. H. 1330.

A.H.	Revenue $	Expenditure $
1330	145,026	146,267
1331	154,985	153,312
1332	172,970	185,552
1333	182,296	175,924
1334	224,774	178,598
1335	264,976	193,776
1336	306,924	269,027
1337	294,044	243,885
1338	443,442	277,993
1339	341,420	337,331
1340	369,187	362,196
1341	297,187	392,698
1342	453,452	441,155
1343	470,616	441,825
1344	594,098	565,071
1345	614,665	630,768
1346	645,114	622,928
1347	583,329	584,085
1348	487,436	573,738
1349	349,189	471,011
1350	407,145	421,764
1351	513,874	416,574
1352	530,709	464,457
1353	582,382	487,130
1354	604,162	518,719
1355	667,644	574,065
1356	728,531	634,483
1357	747,756	700,190

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APPENDIX B.

Statement of Assets and Liabilities at end of the years A. H. 1356 and 1357.

LIABILITIES	At end of 1356 (2-3-38)	At end of 1357 (20-2-39)	ASSETS	At end of 1356 (2-3-38)	At end of 1357 (20-2-39)
	$	$		$	$
Opium Revenue Replacement Fund ...	274,781	299,681	Cash in Treasury	8,352	11,779
			Cash at Banks	32,604	52,481
			Cash with Crown Agents ...	274,781	299,681
DEPOSITS			INVESTMENTS.		
			Municipal Debentures 5% Singapore ...	113,975	113,975
Courts	10,587	10,496	Municipal Debentures 4¾% Penang ...	76,750	76,750
Lands and Mines ..	9,271	9,740	F. M. S. 4½% Loan @ Cost ...	49,000	49,000
Post Office	1,788	12,035	Municipal Debentures 3% Singapore ...	92,003	92,003
Sundry	30,559	66,176	F. M. S. Government 3% Loan ...	35,400	35,400
			S. S. Government 3% Loan ...	281,001	281,001
Completion of Road to Kuala Perlis (Loan a/c)	57,319	15,991	Suspense Account	5,540	6,666
			Advances	19,509	55,044
Excess of Assets over Liabilities ...	635,933	683,499	Loans	31,323	23,838
Total ...	1,020,238	1,097,618	Total ...	1,020,238	1,097,618

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APPENDIX C.

Statement of Revenue collected in the years A.H. 1356 and 1357.

No.	Headings	1356	1357
		$	$
1	Chandu	157,167	157,492
2	Courts	11,777	9,411
3	Customs	406,500	415,582
4	Excise	305	305
5	Forests	1,785	1,698
6	Harbours	2,765	2,465
7	Lands and Mines	72,276	74,986
8	Medical	1,748	1,988
9	Municipal	24,582	27,145
10	Police	12,527	18,068
11	Prisons	762	732
12	Sheriah Court	2,048	1,982
13	Treasury	32,979	35,744
14	Veterinary	1,309	158
	TOTAL ...	728,530	747,756

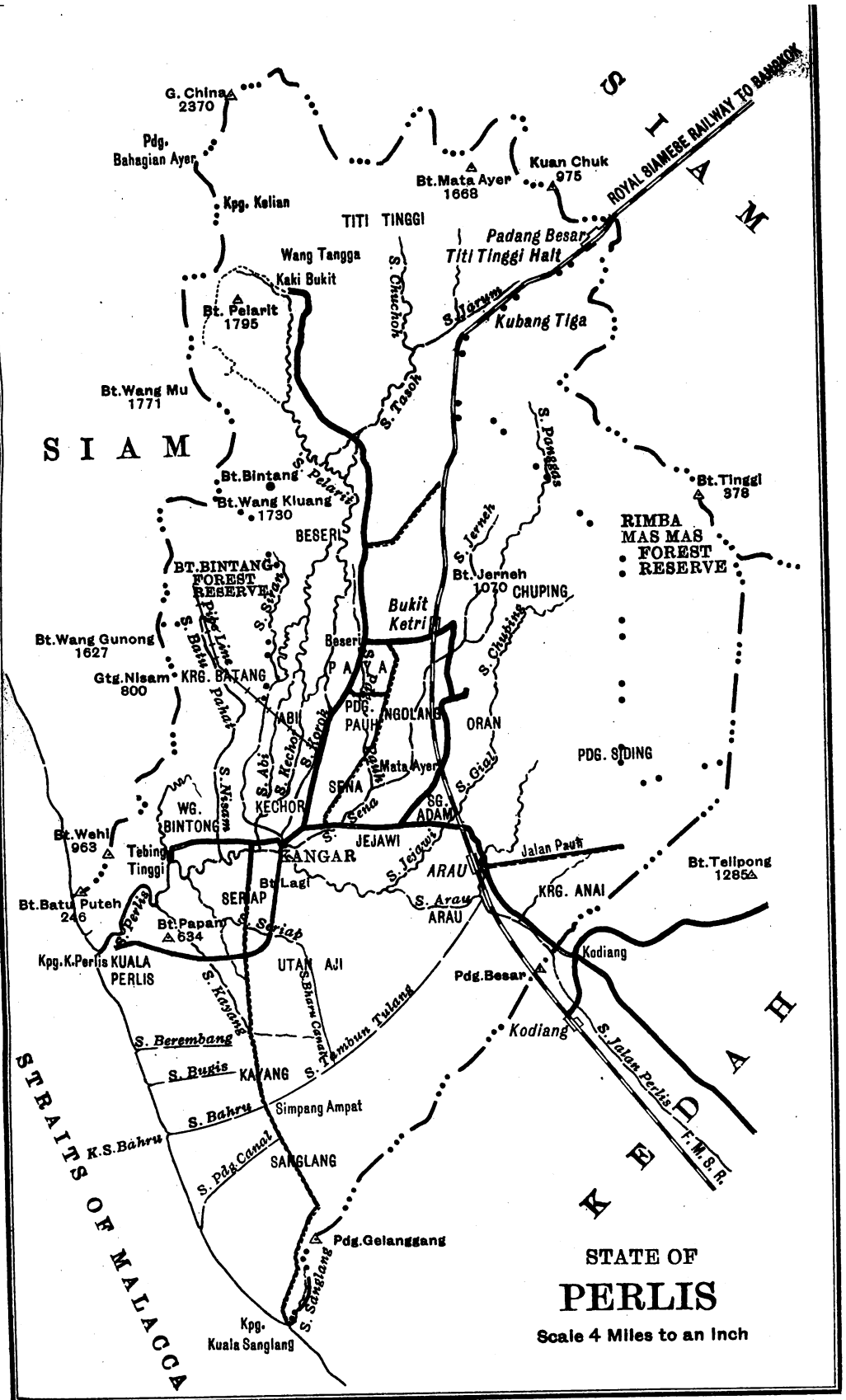
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APPENDIX D.

Statement of Expenditure incurred in the years A.H. 1356 and 1357.

No.	Headings	1356	1357
		$	$
1	Charges on Account of Public Debt.	2,359	12,319
2	Ruling House Allowances ...	8,661	8,481
3	Pensions, Retired Allowances and Gratuities	25,051	23,153
4	His Highness the Raja ...	41,549	41,845
5	Office Raja and Adviser ...	17,703	19,563
6	Audit Office	6,283	6,277
7	Co-Operative Societies ...	8,834	8,987
8	Courts	23,142	16,090
9	Customs and Monopolies ...	53,508	46,532
10	Education	42,333	42,114
11	Lands and Mines	38,668	36,567
12	Medical and Health	34,996	37,795
13	Miscellaneous Services ...	40,734	45,062
14	Mosques	3,604	3,321
15	Municipal	14,694	16,167
16	Police	41,213	42,959
17	Prisons	9,916	9,956
18	Sheriah Court	8,487	8,672
19	Surveys	12,696	19,895
20	Treasury	6,153	6,458
21	Public Works Department ...	17,720	21,316
22	Public Works, Annually Recurrent	54,257	56,272
23	Public Works Special Services	121,922	170,389
	TOTAL ...	634,483	700,190

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE BECHUANALAND PROTECTORATE FOR THE YEAR 1938

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I.—HISTORY, GEOGRAPHY AND CLIMATE.

History.

Proclamation of British Protectorate.—In an Order in Council of the 27th January, 1885, the jurisdiction of Her Majesty Queen Victoria was asserted over that part of South Africa now known as the Bechuanaland Protectorate situated east of the 20th meridian of East longitude and south of the 22nd parallel of South latitude. Later in the same year Sir Charles Warren, who was in command of an expedition despatched from England to pacify Southern Bechuanaland, where for some time previously hostilities had been proceeding between the Bechuana and Boers from the South African Republic, visited the principal Chiefs in the northern part of the Protectorate, namely Khama, Gasietsiwe and Sebele, and informed them of the establishment of a British Protectorate. By Order in Council of the 30th June, 1890, further provision was made for the exercise of Her Majesty's jurisdiction within an area embracing the whole of the present Protectorate, and by an Order in Council of the

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9th May, 1891, the High Commissioner for South Africa was authorized to appoint such officers as might appear to him to be necessary to provide for the administration of justice, the raising of revenue, and generally for the peace, order, and good government of all persons within the limits of the Order. Sir Sidney Shippard, the Administrator of Bechuanaland, was appointed Resident Commissioner. An Assistant Commissioner was also appointed for the Southern Protectorate and another for the Northern Protectorate, the laws in force in the Colony of the Cape of Good Hope on the 10th June, 1891, being declared in force in the Territory, *mutatis mutandis,* and so far as not inapplicable. Subsequent legislation has been effected by Proclamation of the High Commissioner.

Relations with the British South Africa Company.—For fiscal and other purposes the Protectorate was treated as a portion of the Crown Colony of British Bechuanaland until 15th November, 1895, when the latter was annexed to the Cape Colony. In the autumn of that year arrangements were made for the transfer of the administration of the Bechuanaland Protectorate, with the exception of certain reserves of native Chiefs, to the British South Africa Company. The country occupied by the Bamalete tribe and so much of the Baro-Tshidi Barolong country as lies within the limits of the Protectorate were transferred to the administration of the British South Africa Company. Later the administration of the two areas above referred to was transferred to the British Government, by whom the Protectorate, in its entirety, is still governed under the name of the Bechuanaland Protectorate. It includes the Tati District, which is a portion of the old Matabeleland conceded in 1887, by Lobengula, to Mr. S. H. Edwards.

Geography.

The Territory of the Bechuanaland Protectorate is bounded on the south and east by the Union of South Africa, on the north-east by Southern Rhodesia, and on the north and on the west by the Territory of South-West Africa.

It has not been surveyed as a whole, but its area is estimated at 275,000 square miles. Its mean altitude is about 3,300 feet.

The eastern portion of the country has some fine hill scenery. The remainder, though it appears at first sight to be very flat, is, in reality, undulating and is rich in grasses, shrubs, and trees. There are occasional outcrops of limestone, and the surface generally is sandy and, except where boreholes and dams have been established, waterless. Old and well-defined river courses indicate, however, that at one time the country was well watered, as is still the case north and north-east of Lake N'gami. In certain areas good underground waters exist, and are being developed as funds permit.

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Climate.

The climate of the country on the whole is sub-tropical but varies with latitude and altitude.

Latitude 22° South passes through the centre of the country and the northern areas of the Protectorate accordingly lie within the tropics.

By far the greatest area of the more populated portion of the Territory lies in an extensive saucer-like depression having an altitude of 3,000 feet bounded by higher ground at the extreme south (Hildavale) and the north-east (Southern Rhodesia) where the altitudes are over 4,000 feet. There are also elevations at Kanye, Serowe, and Ghanzi of 4,000 to 5,000 feet.

The climate of the higher portions of the Territory is sub-tropical varying to temperate. During the winter the days are pleasantly warm, and the nights cold with occasional frosts. The summer is hot but relief is obtained by a prevailing north-east breeze which generally springs up in the early part of the night. In the more low lying parts during the winter, lasting from the beginning of May to the end of August, it is pleasantly warm by day and comfortably cool at night, but in summer the days are very hot and the nights uncomfortably warm.

The atmosphere throughout the year is very dry and this helps to mitigate the high temperatures, though to Europeans this dryness and the strong sunlight week after week, without clouds to soften it, has the effect of producing nervous irritability —particularly in Europeans whose occupation is sedentary and does not permit of enough outdoor life.

Provided the necessary precautions are taken to guard against malaria, which is universal in the low-lying areas of the Territory, and provided sufficient outdoor exercise is taken, the climate is well suited to Europeans and their families.

II.—GOVERNMENT.

The constitutional position in the Bechuanaland Protectorate is governed, in law, by various Orders in Council and Proclamations, of which the most important is the Order in Council of Her late Majesty Queen Victoria dated the 9th May, 1891. That Order in Council empowered the High Commissioner to exercise on Her Majesty's behalf all powers and jurisdiction which Her Majesty at any time before or after the date of the Order had or might have within the Protectorate, and to that end empowered him further to take or cause to be taken all such measures, and to do or cause to be done all such matters and things, within the Protectorate as are lawful and as in the interest of Her Majesty's service he might think expedient, subject to such instructions as he might from time to time receive from Her Majesty or through a Secretary of State.

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Other provisions of the Order in Council empowered the High Commissioner—

(1) to appoint administrative and judicial officers and to assign their functions to them, subject to the preservation of his own powers and authorities in their entirety; and

(2) to provide by Proclamation, from time to time, for the administration of justice, the raising of revenue and generally for the peace order and good government of all persons within the Protectorate, including the prohibition and punishment of acts tending to disturb the public peace.

In issuing such Proclamations the High Commissioner was instructed by the Order in Council to respect any native laws and customs by which the civil relations of any native Chiefs, tribes or populations under Her Majesty's protection were at that time (viz., in May, 1891) regulated, except in so far as the same might be incompatible with the due exercise of Her Majesty's power and jurisdiction.

The Order in Council required the High Commissioner to publish his Proclamations in the *Gazette,* and reserved to Her Majesty the right to disallow any such Proclamation.

The Order in Council provided also that, subject to any Proclamation lawfully issued by the High Commissioner, any jurisdiction exercisable otherwise than under this Order in Council of 1891, whether by virtue of any Statute or Order in Council, or of any treaty, or otherwise, should remain in full force.

Her Majesty reserved the power to revoke, alter, add to or amend this Order in Council at any time.

All references to Her Majesty in the Order in Council were declared by it to include Her Majesty's heirs and successors.

The Protectorate is administered by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland (formerly styled the High Commissioner for South Africa).

The Territory comprises Crown Lands, European Blocks and Native Reserves and is divided, for administrative purposes, into the following districts, under District Commissioners and Assistant District Commissioners who are assisted in the maintenance of law and order by a force of police:—

Ngamiland (including the Batawana Reserve and Chobe Crown Lands).—Headquarters at Maun.

Ngwato (including the Bamangwato Reserve and some Crown Lands) and the *Tuli Block*.—Headquarters at Serowe.

Francistown (including the Tati District and some Crown Lands).—Headquarters at Francistown.

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Gaberones (including the Gaberones Block and the Batlokwa and Bamalete Native Reserves).—Headquarters at Gaberones.

Bakgatla (Bakgatla Reserve).—Headquarters at Mochudi.

Kweneng (Bakwena Reserve).—Headquarters at Molepolole.

Ngwaketsi (Bangwaketsi Reserve).—Headquarters at Kanye.

Lobatsi (including Lobatsi Block, the Barolong Farms Native Reserve, and some Crown Lands).—Headquarters at Lobatsi.

Kgalagadi (Crown Lands).—Headquarters at Tsabon.

Ghanzi (Ghanzi Farms and Crown Lands).—Headquarters at Ghanzi.

In the native areas the method of administration is that generally known as " indirect rule ". Native Administrations were formally established and the powers and rights of Chiefs were defined in the Native Administration Proclamation No. 74 of 1934. Proclamation No. 75 of 1934 established Native Tribunals and set out their powers and jurisdiction. Under the executive and judicial machinery of these two Proclamations, as amended, there has been steady progress in the sphere of Native Administration.

During the year, Native Treasuries were successfully established in all Native Reserves but one by Proclamation No. 35 of 1938, and the Native Administrations were given increased responsibility in regard to the collection of tax, etc. In the preparation of estimates and the general management of their treasuries the Chiefs and Finance Committees, under the guidance of District Commissioners, displayed an intelligent and keen appreciation of their responsibilities.

There is a Native Advisory Council which meets usually once a year under the presidency of the Resident Commissioner and is attended by the Chiefs and tribal representatives from the various Native Reserves.

A European Advisory Council meets under the presidency of the Resident Commissioner usually twice a year. There are seven members, who are elected to represent the interests of the Europeans resident in the seven electoral areas into which the Protectorate is divided.

III.—POPULATION.

The last census, taken in 1936, gave the total European population as 1,899; Indians, other Asiatics and coloured persons as 3,793; and Natives as 257,064, distributed as follows:—

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District.	*Europeans.*	*Indians.*	*Coloureds.*	*Natives.*
Ngamiland				
(*a*) Batawana Reserve ...	92	—	8	42,158
(*b*) Chobe	31	—	3	2,856
Ngwato				
(*a*) Bamangwato Reserve	376	—	270	101,481
(*b*) Tuli Block	63	—	3	797
Francistown	334	2	89	15,949
Gaberones	189	19	30	8,230
Bakgatla	43	7	10	13,855
Kweneng	88	10	113	26,439
Ngwaketsi	63	17	159	23,584
Lobatsi	455	1	44	5,120
Kgalagadi	8	10	1,055	5,431
Ghanzi	157	—	1,943	11,164
TOTAL ...	1,899	66	3,727	257,064

Vital statistics are not available. The number of European deaths reported in 1938 was 19.

The entry of persons into the Protectorate is governed by the Immigration Proclamation No. 34 of 1932, and the Aliens Proclamation No. 48 of 1937, as amended, and the regulations published thereunder in High Commissioner's Notices Nos. 153, 166 and 167 of 1937, and No. 54 of 1938.

IV.—HEALTH.

The European staff of the Medical Department consists of a Principal Medical Officer, nine Medical Officers, three Matrons, seven Hospital Sisters, a Welfare Nurse and a Sanitary Inspector. There are, in addition, six Medical Missionaries working in the Territory, the activities of five of whom are subsidized by the Government.

The Native staff comprises four Dispensers, two Pupil Dispensers, four Pupil Sanitary Inspectors, seven female and six male Nurses.

There is a Government general hospital at each of the three district headquarters, Lobatsi, Serowe and Francistown, staffed by qualified European nurses with native attendants, and two Travelling Dispensaries staffed by European Medical Officers with native attendants.

Mission hospitals or dispensaries operate at Kanye and Maun (Seventh-Day Adventist Mission), Mochudi (Dutch Reformed Church), Molepolole (United Free Church of Scotland), Ramoutsa (Berlin Lutheran Mission), Khale (Roman Catholic Mission) and Sefhare (London Missionary Society), and all of them, with the exception of that at Molepolole, are subsidized by the Government. The hospital at Sefhare, containing 14 beds, was built by the London Missionary Society, assisted by the Government and Bamangwato Tribe, and opened during the year.

The total number of hospital beds available in the Territory is 161 for natives and 15 for Europeans.

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At Mafeking European patients of the Bechuanaland Protectorate Government are accommodated at the Victoria Hospital, where they come under the care of the Principal Medical Officer.

At Government Hospitals all native in-patients, who are *bona fide* residents of the Protectorate, receive free maintenance and treatment, whereas out-patients receive treatment on the payment of 1s. for each attendance. At Mission hospitals native out-patients are treated for a nominal charge; and at both Government and Mission hospitals and dispensaries the treatment of venereal disease is free of charge.

In addition to the Government hospitals mentioned above, there are 13 Government dispensaries in the Protectorate, four of which in Ngamiland have recently been placed under the supervision and care of the Seventh-Day Adventist Mission.

The two travelling dispensary units operate respectively in the Kalahari Desert and in the areas north of Francistown and along the Nata River when the weather and the condition of the roads permit.

There were 98,855 attendances at the Government and Mission hospitals and dispensaries during the year, of which 34,442 were first attendances and 64,413 subsequent attendances. The total shows an increase of 19,676 on the returns for 1937.

The total number of in-patients treated in the Government and Mission hospitals in 1938 was 2,478 as compared with 2,134 in 1937.

The following table shows the total attendances at each hospital and dispensary in the Territory, with the exception of Khale, for which no figures are available:—

District.	*Hospital In-patients.*	*Dispensary. First Attendances.*	*Dispensary. Total Attendances.*
Lobatsi	456	2,154	4,401
Gaberones	—	1,915	5,814
Serowe	461	3,972	17,416
Francistown	559	6,747	7,770
Ngamiland	226	2,206	5,549
Mafeking	—	2,313	3,610
Travelling Dispensary No. 1 (*a*) ...	—	1,213	3,309
Travelling Dispensary No. 2 (*b*) ...	—	731	754
Kanye	170	2,933	6,132
Mochudi	185	2,879	13,669
Molepolole	286	3,558	12,724
Sefhare	135	849	2,146
Mahalapye	—	2,972	6,471
Ramoutsa (*c*)	—	—	9,090
	2,478	34,442	98,855

(*a*) Unit able to operate from April to October only.

(*b*) Unit held up for long period owing to abnormal rains and consequent impassable black turf tracks.

(*c*) Figures for first attendances unobtainable.

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The following comparative table indicates the prevalence of the more common diseases:—

Disease.	*Number of Cases.* 1937.	1938.
Scurvy	168	619
Respiratory—not including Tuberculosis	3,309	2,815
Tuberculosis—Pulmonary	324	163
Tuberculosis—Other	194	123
Syphilis	6,061	6,291
Gonorrhoea	693	1,015
Malaria	1,393	962
Digestive	6,952	4,975
Whooping Cough	444	149
Dysentery	285	195
Skin and Cellular Tissues	2,037	2,205
External Causes	2,445	1,064

As regards tuberculosis, it will be seen that there was a marked fall in the number of patients attending during the year under review as compared with the previous year. This is due to the decreased attendances during the latter part of the year, when excessive rains made travelling difficult, rather than to a lowering of the incidence of the disease.

The increase in the numbers treated for venereal disease is due to the fact that facilities for treatment are becoming more accessible and arsenical and bismuth preparations are being more extensively used.

The Medical Officer in charge of travelling dispensary No. 2, in addition to his normal duties, continued his work in connection with malnutrition, adding further valuable information to that already recorded in the Territory.

Owing to an outbreak of smallpox in Southern Rhodesia and the Transvaal, a vaccination campaign was carried out in the Territory as a precautionary measure, and 135,000 persons were vaccinated.

Besides extensive improvements in the sanitation of Lobatsi, improvements were carried out in other townships and regular instruction in sanitation and hygiene was given to school children and others throughout the Territory.

V.—HOUSING.

(*a*) *Europeans.*—The European population, the majority of whom are engaged in trade or farming, are for the most part tolerably well housed and supplied with reasonable sanitary conveniences.

(*b*) *Natives.*—Chiefs and a few of the more affluent Headmen live in houses of European standard and design. The housing conditions of the bulk of the native population vary enormously according to the tribe, the best housed being the Bakgatla. In

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this tribe most families occupy well-built round huts of stone or brick excellently thatched. Generally speaking, a householder has three good huts enclosed in a form of courtyard, the house and the courtyard wall being artistically decorated with multi-coloured geometric figures. The interior and surroundings of these courtyards are particularly clean and tidy.

The houses of the Bangwaketsi and Bamalete tribes consist of round huts built of mud bricks and carefully thatched. Generally the householder has two such huts, but less attention is paid to the courtyard, decorations, or general tidiness. The remaining tribes are satisfied with mud huts of smaller dimensions. For the most part two such huts, indifferently thatched and surrounded by a rough wooden palisade, suffice a householder. The surroundings of the huts and palisades are generally unkempt, but care is shown in maintaining sanitary conditions within the huts. The better class huts have wooden doors and a small window, but the less pretentious simply have for a door some native-made substitute.

Usually the parents and daughters occupy one hut and the sons and the male guests the other, thus allowing approximately three inhabitants for each hut.

In the native towns and villages sanitation is at present practically non-existent, but more interest is now being taken by the Chiefs and tribes since the appointment of a European Sanitary Inspector in February, 1936. A second Sanitary Inspector has now been appointed and there are also four native pupil Sanitary Inspectors in training. It is intended, when the latter are trained, to draft them to the more outlying areas with a view to interesting Chiefs and Headmen in hygiene and the general cleanliness of their villages.

VI.—NATURAL RESOURCES.

The soil of the Protectorate is not infertile but its productivity depends on the rainfall, which is, generally speaking, inadequate and exceedingly variable both from one season to another and from one area to another a few miles away. The country for the great part is unsuitable for the cultivation of maize and even the more drought-resistant kaffir corn yields a satisfactory crop on an average only once in every three or even four years. It is only in the tracts adjacent to the swamps of the Okavango where the water level is near the surface and where there are extensive depressions of good soil that crops such as tobacco can be grown with any prospect of success. Agriculture is conducted almost entirely for the purpose of subsistence and, except in years of good crops, is inadequate for the purpose.

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While it is estimated that 352,000 acres of land are under cultivation, it is not possible to frame any reliable estimate of the quantity of grain consumed annually. There is in bad seasons a large import of grain from the Union of South Africa for local consumption.

On the other hand the rainfall is adequate in ordinary years to produce good pasture, and such surveys as have been made show that the Protectorate is richly furnished with grasses of high food value. There are immense areas of good ranching country, including, more especially, parts of the Eastern area, the tract adjacent to the Nata River, round Lake N'Gami and the Ghanzi District, but the certainty of periodical drought calls for prudence when deciding the number of animals that can be carried, since the good grasses are readily grazed or trampled out. With the aid of a grant from the Colonial Development Fund, water supplies are gradually being developed in these areas.

In the sand dune country to the west the equilibrium of nature is very delicately poised. The vegetation on the dunes is at present generally sufficient to prevent their moving, but comparatively slight overgrazing would upset the balance and by setting the dunes in motion might result in the establishment of real desert conditions.

As is natural under such conditions the principal exports of the Territory are livestock, hides and dairy produce.

The mineral resources of the Protectorate still await thorough exploration and development.

Agriculture and Animal Husbandry.

Livestock Industry.—From what has been said above it will be clear that the livestock industry constitutes the mainstay of the economic life of the country, and at present offers the only reasonable possibility of successful development.

The average overall rainy season occurs between November and March and provides annually from 10 to 16 inches of rain. In 1938 the rainfall in many heavily stocked areas was below the average. Light rains late in the season, i.e., April, assisted the grazing, but dams and open water supplies failed very early in the winter, and a considerable lowering of the underground water level was observed in wells and boreholes. In such circumstances heavy losses of livestock from poverty and thirst might normally be expected in the dry winter season. A very mild winter, however, assisted livestock to withstand these conditions, and losses from poverty were in consequence not as serious as anticipated.

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The provision of further water supplies will remove the main difficulty in the development of the livestock industry of the Bechuanaland Protectorate and to this end drilling machines are now being utilised with successful results in various parts of the Territory to tap underground water supplies.

During the year under review the improved methods in veterinary organisation instituted in 1937 for the better control of stock diseases succeeded in obtaining accurate statistical information concerning the livestock of the Territory. This information has assisted in developing a policy in connection with the marketing of cattle.

On the 30th November, 1938, the cattle population of the Territory was 649,424, and the small-stock population 438,683.

Owing to the scarcity of water and grazing during the long winter season, the country is not entirely suitable for the production of stock in good slaughter condition. Nor is the condition of the stock improved by the methods of animal husbandry at present practised. The most desirable policy, therefore, to follow in the case of the Bechuanaland Protectorate cattle industry would be the export of steers of about four or five years old immediately following the flush summer season, when they are well nourished and in good condition, to areas where their condition can be maintained for slaughter by feeders or graziers in other parts of South Africa. As draught animals also Bechuanaland Protectorate cattle are in great demand in the neighbouring territories.

Unfortunately restrictions which limit the export of Protectorate cattle interfere with this policy. It is possible to export to the Union of South Africa only cattle over the age of about seven years, since import regulations require that cattle shall weigh at least 1,000 lb. liveweight at slaughter. A limited export of stock for slaughter therefore takes place to neighbouring territories, and during 1938 the main markets were found in the Union and Northern Rhodesia.

During the calendar year 19,024 head of cattle, and 7,944 sheep and goats were exported to the Johannesburg abattoir for slaughter, 2,546 head of cattle were exported to Northern Rhodesia for slaughter, and 7,541 sheep and goats were exported to Southern and Northern Rhodesia for slaughter.

The gross economic value of this export is estimated at £194,000. In addition the export of pigs and poultry provided approximately £5,000. Other commodities derived from the livestock industry, e.g., hides and skins and dairy produce, provided an approximate gross income of £10,000 and £12,500 respectively.

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Crops.—The climatic conditions during 1938 were erratic and disappointing, both as regards the incidence of the rainfall and the total precipitation, for the growth of crops.

Generally it can be said that the area extending from Francistown to the South of Serowe suffered from a general deficiency of rain throughout the growing season. The total seasonal rainfall recorded at Stations in this area averaged only ten inches and crop failures were general.

South of this area adequate rainfall for the growing of average crops under good cultural conditions were experienced, but crop production was generally jeopardised by late sowing, lack of winter ploughed land, unsuitable seed and a late-season drought. The results were generally disappointing, yields of kaffir corn varying from two bags per acre to three-quarters of a bag per acre, whilst the maize crop was practically a total failure.

Experimental and Demonstration Plots.—The Agricultural Department steadily pursued its policy of trying to improve the cultural methods of the African and to prevent the waste consequent upon the methods generally followed by them.

One of the chief causes of ill-health among the natives is a poor dietary; and a general improvement of agriculture, apart from reducing if not altogether eliminating periodical crop failures, will almost certainly be followed by an improvement in health of the natives themselves.

With this end in view, field experiments were continued with selected varieties of beans, kaffir corn, maize and millet, in order to test their resistance to drought, their quickness of growth and their general suitability under various conditions.

Especial attention was paid to experiments with ground nuts and soya beans, the cultivation of which, on account of their food value, it is hoped to encourage.

Cropping experiments were mainly carried out to determine optimum dates of planting, to carry out the selection of drought resistant, quick growing varieties of kaffir corn and other seeds, and to test and introduce suitable new crops of dietary importance. These again confirmed the observations of previous years, namely, that selected varieties of kaffir corn, beans and cowpeas will give satisfactory yields if sown on lands which have been autumn ploughed.

The results of the experiments have moreover decisively proved the importance of early sowing and it has become increasingly evident that the loss of the rains due to lack of autumn ploughing usually means the difference between success and failure, if the rainfall is rather below normal.

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Selected varieties of kaffir corn and beans, already tested and found reliable, were widely distributed amongst African cultivators for planting. Much of this seed was sown under the supervision of the Agricultural Department's Native Agricultural Demonstrators, who also planted plots in co-operative "lands" side by side with native-grown plots, in order to demonstrate improved cultural methods. The comparative results were very satisfactory.

It is evident that the African farmer is slowly learning to appreciate the value of autumn ploughing, early sowing, crop rotation, and the incorporation of humus in the soil as a means of retaining and renewing fertility. For some years he has been able to observe the results attending the methods of the Agricultural Department, and lessons taught by good crops of kaffir corn, beans, melons, ground nuts, as well as fodder crops such as Napier fodder, Johnson grass and cactus, have not been lost on him.

Experiments in the growing of bananas, rice, cassava, sweet potatoes, and bamboo, were inaugurated at suitable centres during the year and will be extended if successful.

The distribution of spineless cactus plants from the central Experimental Station at Mahalapye has increased considerably and some 12,000 leaves were distributed for propagation in the Natives Reserves during the year. At Mahalapye this valuable drought-resistant fodder has proved invaluable for the provision of succulent food during the dry months of the year and has been successfully fed to cattle, pigs, chickens, turkeys and rabbits.

Experimental Feeding—Cattle.—An experiment was conducted at Mahalapye, the headquarters of the Agricultural Department, during the past winter, wherein 14 cows, 4 yearling heifers and 9 suckling calves were carried for a period of five months on a ration of rather inferior veld grass hay and spineless cactus. No water at all was given during this period. The cattle wintered well and did not seriously lose weight. The experiment proved the value of the spineless cactus as an efficient means of reducing stock mortality during periods of drought.

Agricultural Education.—The establishment of school gardens wherever conditions made this possible, was successfully carried out during the year, and the Native Agricultural Demonstrators devoted much time to this work. It is a rule that all vegetables and fruit grown in these gardens shall be eaten only by the children who have grown them, thus it is possible in some cases to ensure that the children every week obtain two to three meals of vegetables and fruit. By this means it is

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hoped not only to improve the health of the children but also to impress on them the importance of growing and eating fresh vegetables.

Pasture Research.—Experiments are in progress at the Research Station at Morale under the direction of Professor Lindsay Robb, to determine the optimum rate of stocking for cattle, the most suitable system of deferred grazing and the production of various supplementary feeds. This scheme, which was inaugurated by means of a Grant from the Colonial Development Fund, is carried out over a fenced-in area of 1,200 acres divided into 22 paddocks of various sizes. Full details of this scheme are recorded in the Annual Report of 1936.

Although the full benefit of these experiments cannot be expected to be apparent for some time, it is already manifest that judicious grazing and mowing encourage the development of the more desirable species of grass and also that radical changes in the sward will result from the different methods of defoliation which are being tested and practised.

Accurate data are being collected for future analysis and publication.

There is little doubt that the conclusions to be drawn from these experiments must in time have a profound influence upon any policy designed to preserve the pasturage of the country and to solve the problem of overgrazing and soil erosion.

Eradication of Prickly Pear.—Experiments have been conducted in the eradication of prickly pear by means of singeing off the thorns with a flame thrower and the feeding of the leaves of plants so treated to stock.

Results so far obtained have been satisfactory, and it is proposed during the coming winter to carry out this work on an extensive scale, and thus gradually to eradicate the prickly pear from the Territory.

Agricultural Shows.—The Native Agricultural Shows were again most successful. Altogether six were held at the following centres: Good Hope, Mochudi, Kanye, Ramoutsa, Maun and in the Francistown district. Owing to the effects of the drought shows could not, however, be held at Molepolole or Serowe. As much as possible, the organization of the shows was left to the tribes concerned, but assistance and supervision were given by Administrative Officers and officers of the Agricultural Department. Native stewards, secretaries and judges were appointed and they carried out their duties with zeal and efficiency.

Dairying.—The Territory's association with the Union Dairy Industry Control Board continued with beneficial results to the dairy industry of the Territory. The free participation in

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the Union market enabled the cream producers to receive an economic price for butter fat throughout the year.

The general prices of butter fat during the year were:—

	First Grade.	*Second Grade.*	*Third Grade.*
January	1/1, 1/2	1/–	11d.
February-June	1/1	1/–	11d.
July-December	1/2	1/1	1/–

The general wholesale prices of butter during the year (January-December) were: first grade, 1s. 5d.; second grade, 1s. 4d.; third grade, 1s. 3d.

Butter was exported overseas from the Union and this Territory during the months March, April, May, June, July and December.

The average bounty paid was 4.0466d. per lb., while the average overseas price of butter was 118s. per 112 lb.

Much of the Board's time was occupied in finally drafting a Marketing Scheme which was acceptable to the Union's National Marketing Council. The scheme provides for the sale of dairy products through one selling channel, and the Board has been empowered to fix prices of dairy products. The whole scheme has been designed to reduce overhead costs of production and to stabilise prices of dairy products.

The necessary machinery has been set up to operate the scheme, and it is anticipated that the Marketing Scheme will be put into effect early in the forthcoming year.

Butter Factories.—The two butter factories in the Territory maintained economic production until July. During those seven months 409,350 lb. of butter were manufactured, but during the rest of the year only 26,986 lb. were produced. Both factories were renovated and additional modern machinery installed.

Cattle Improvement Scheme.—There are now five livestock and cattle improvement centres in full operation in the following areas: the Barolong Farms at Good Hope, the Bangwaketsi Reserve at Kanye, the Bakwena Reserve at Molepolole, the Bakgatla Reserve at Masama, and in the Bamangwato Reserve at Leupani. With an additional grant of £5,450 recently approved by the Colonial Development Advisory Committee for expenditure on two additional centres as well as on existing centres, it is hoped shortly to establish a centre for the Bamalete and Batlokwa Reserves and one in Ngamiland.

Each centre is so organized, that in four years from its inception, when full production should be reached, it will become self-supporting, and will then be ready to be handed over to the tribe which will assume full responsibility for it.

The first of these centres, namely, Good Hope, will be ready next year for the tribe to take over. The whole scheme should be completed by 1943.

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The work throughout the year in these centres was confined entirely to cattle improvement, but the intention is to increase the scope of the centres to include other livestock.

The distribution of bulls from the centres to the Native Reserves and the demonstration of improved methods of animal husbandry employed at the centres will undoubtedly bear fruit in the near future.

Mutton Improvement.—A certain amount of delay has been experienced in executing this scheme which is financed by a grant from the Colonial Development Fund, and in consequence the period for its completion has been extended until 1940.

When the scheme was started it was intended to improve sheep by the introduction of the breeds commonly used in South Africa, i.e., the Persian and Afrikander. This proved a failure. The Afrikander rams succumbed to heartwater which is prevalent over most of the Territory, and the Persian rams met with poor support, as their skins were not considered by the natives to be suitable for sheepskin kaross making.

Suffolk rams were then introduced and a stud established at Ramatlhabama. Good results are being obtained with this breed and numbers of crossbred rams have already been distributed in the Protectorate.

Karakul Sheep Scheme.—The karakul sheep industry established with a grant from the Colonial Development Fund in the Ghanzi district, in spite of many vicissitudes, is now progressing favourably. As a result several farmers in the Ghanzi district are taking a keen and practical interest in the industry, and have started karakul flocks under the guidance of the karakul farm manager.

The scheme is nearing completion and it is hoped that it will not be long before pelt production will pay for the upkeep of the farm.

Pig and Poultry Industry.—To facilitate departmental control and administration the pig-breeding centre was transferred from Francistown to Mahalapye during the year.

Well-bred pigs and poultry were sold at low prices to European and African residents of the Protectorate and orders for stock again far exceeded the supply available for disposal. The stamina of the stock distributed was reported to be outstandingly good.

Hides and Skin Improvement.—A gradual improvement in the quality of hides and skins produced in the Protectorate is taking place as a result of propaganda and the instruction given by the Hide and Skin Improvement Officer during the last few years.

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South African buyers have commented on the improved quality of hides now being exported. There is still room for improvement, however, and the Government will in 1939 undertake the grading of all hides exported from the Territory.

Veterinary.

The Protectorate now has a high standard of veterinary control, which can bear comparison with the standards obtaining in any of the neighbouring territories. The organization of the Veterinary Department was further strengthened during the year by the extension of the cattle guard scheme, which in its operation has demonstrated its effectiveness in discovering and putting in train measures for dealing with outbreaks of disease.

The country remained free from serious outbreaks of disease throughout the year, only one small outbreak of pleuro-pneumonia in the Chobe area, which was effectively and rapidly dealt with, being worthy of mention.

It is satisfactory to record that no outbreak of foot-and-mouth disease occurred, and of the 20 scheduled diseases only six were reported, namely, anthrax, quarter-evil, pleuro-pneumonia, sheep scab, trypanosomiasis and contagious abortion.

Anthrax outbreaks numbered 209. Quarter-evil outbreaks numbered 144.

The number of animals inoculated against anthrax was approximately 200,000 head, and the number of animals inoculated against quarter-evil was 10,731. A total of 864 head of cattle were treated for trypanosomiasis, of which 40 died and the remainder were returned to the owners cured.

The pleuro-pneumonia outbreak which was reported in December, 1937, was stamped out by the middle of March. The infected herds were slaughtered, whilst 10,000 head of cattle in the area were vaccinated against the disease. No recurrence of the disease was reported throughout the year, and export of cattle to Northern Rhodesia from the area which had been infected began on the 6th January, 1939.

For the last six months of 1938 the mortality amongst live-stock in the Territory amounted to 9,030. The main causes of this were poverty and destruction by vermin, lions, wild dogs, etc. Of mortality due to disease, heartwater, vegetable poisoning and impaction of the omasum (dry gall sickness) caused the greatest number of deaths. In sheep, mortality was due almost entirely to poverty and parasitic infestation.

Trypanosomiasis treatment centres in Ngamiland.—Observations led to the conclusion that most of the cases of trypanosomiasis in native cattle were due to mechanical infection

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following the return from the fly-belt of infected animals, and it was accordingly decided to reduce the incidence of the disease as far as possible by segregating infected animals.

To this end five treatment centres were opened in 1937, and by the end of December, 1938, approximately 8,000 inoculations had been carried out.

Apart from routine curative work in stock, experiments were also carried out by a veterinary officer on the efficiency of " Surfen C " as a treatment and preventive of trypanosomiasis in cattle, and much valuable information was obtained.

Land Tenure.

Originally, all the lands in the Protectorate belonged to the several native tribes to be found within its borders, except that sovereignty over what is generally known as the Tati Concession, or Tati District, was claimed by the Chief Khama of the Bamangwato and by the Matabele Chief Lobengula. In 1895, on behalf of their respective tribes, the Chiefs Khama, Sebele, and Bathoen abandoned certain territory. By Order in Council dated the 16th May, 1904, the territory thus abandoned was declared Crown Lands and vested in His Majesty's High Commissioner for South Africa, who was empowered to make grants or leases thereof on such terms and conditions as he might think fit, subject to the directions of the Secretary of State.

An Order in Council passed on the 10th January, 1910, added to the Crown Lands above-mentioned all other land in the Bechuanaland Protectorate elsewhere than in the Tati district, with the exception of: (1) land included in any Native Reserve duly set apart by Proclamation or the subject of any grant made by or on behalf of His Majesty, and (2) the 41 farms known as " the Barolong Farms " (held by members of the Barolong tribe by virtue of certificates of occupation issued by the Chief Montsioa on the 28th March, 1895), and vested such lands in the High Commissioner subject to the provisions of the Order in Council of 16th May, 1904.

The doubts as to the ownership of the lands in the Tati district were resolved by an Order in Council passed on 4th May, 1911, which vested these lands in His Majesty and empowered the High Commissioner to grant them (certain lands being reserved for the occupation of natives under the control of the Government) to the Tati Concessions, Limited, in full ownership. This grant was effected by Proclamation No. 2 of 1911, including the right to all minerals and precious stones under the land.

The boundaries of the 41 Barolong Farms (which comprise all the land reserved to the Barolong tribe within the Protectorate) were defined by Proclamation No. 1 of 1896. The

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boundaries of the Bamangwato, Batawana, Bakgatla, Bakwena and Bangwaketsi tribes were defined by Proclamation No. 9 of 1899 as amended by Proclamations Nos. 14 of 1907 and 55 of 1908 in respect of the Bakwena, and of the Bamalete tribe by Proclamation No. 28 of 1909. A reserve for the Batlokwa tribe was established by Proclamation No. 44 of 1933; and certain lands on the Nata have been included in the Bamangwato Reserve by Proclamation No. 31 of 1933. All land in native tribal areas belongs to the Chief and tribe occupying the areas and there is no private ownership of land. With the exception of five farms that had already been granted to pioneers by native Chiefs, and certain land retained for Government purposes, the Crown Lands along the eastern border of the Protectorate were granted to the British South Africa Company by Proclamations Nos. 4, 12 and 13 of 1905, and became known as the Gaberones, Tuli and Lobatsi Blocks.

Certain settlers to whom the late Mr. Cecil Rhodes had, under the Charter of the British South Africa Company, granted tracts of land in the Ghanzi district, were in 1898 and 1899 confirmed in their holdings by the High Commissioner on certain conditions, including the payment of an annual quit-rent at the rate of £1 per 1,000 morgen (a morgen = 2·1165 English acres). On the 1st January, however, largely as a result of representations made by Members of the European Advisory Council, the quit-rent was reduced to 5s. per 1,000 morgen.

The British South Africa Company and the Tati Company, Limited, have granted to European settlers a considerable quantity of the land placed at their disposal by the above-mentioned Proclamations.

No surveys have been made of any land within the Territory, except where such land has been granted to private corporations or individuals.

Minerals.

Prospecting and mining in the Bechuanaland Protectorate is governed by the Mines and Minerals Proclamation No. 33 of 1932 and the regulations thereunder, published under High Commissioner's Notices Nos. 111 and 157 of that year. The Tati District, where the Tati Company holds the mineral rights, is, however, at present excluded from the provisions of the Proclamation.

A full account of the provisions of the Proclamation and of its application to the various districts in the Territory is to be found in the annual reports of the years 1933 and 1934.

For the purposes of the Proclamation land is divided into:—

(*a*) Crown Lands;
(*b*) Land held under Mineral Concession;
(*c*) Land not held under Mineral Concession, and
(*d*) Private Land.

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The only land at present held under mineral concession is an area of approximately 100 square miles in the Bakgatla Native Reserve.

A Crown grant was issued in 1937, conferring upon the holder the right to prospect for and win diamonds on certain Crown lands in the mining districts of Ghanzi, Chobe and Kgalagadi and in portion of the Lobatsi district. The rights conferred by the grant are for a period of two years, the grantees having the right of renewal for a further period of two years.

Mineral concessions may be granted in Native Reserves (in cases where the Proclamation has been applied) with the sanction of the Chief and tribe and the approval of the High Commissioner.

No private land has yet been made available for public prospecting.

Production.—The only minerals at present produced are gold and silver in the Tati District, where there are some 18 producing and two non-producing mines. With the exception of one of the producing mines, which is owned by the Tati Goldfields Company, Limited, they are all held under a system of individual ownership.

During 1938, 19,111 ounces of gold and 1,127 ounces of silver, valued at £133,139 and £122 respectively, were mined, as against 17,577 ounces of gold and 1,499 ounces of silver valued at £122,184 and £89 respectively, in the previous year. The output for 1938 constitutes a record to date.

Forestry.

There is no permanent Forest Department in the Protectorate.

Timber Concession.—From 1935-7 a Forest Officer was employed for the purpose of supervising operations in connexion with a timber concession granted in the Chobe District. During the period of the concession over one million and a quarter true cubic feet of timber were exploited, but the concession was abandoned in 1937, owing to the comparatively low yield of the forests and their remoteness from markets.

Survey of Forest Resources.—The survey of the commercial timber resources of the Northern areas of the Protectorate, for which a Colonial Development Fund loan was provided in 1936, was completed in April, 1938, by the Forest Officer who issued his report in the following month.

The survey failed to reveal the existence of forests capable, in present conditions, of commercial exploitation, but the report affords valuable guidance in respect of future measures for forest regeneration and conservation generally.

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Forest Botany.—Valuable information was also obtained during the course of the survey regarding the distribution of a large number of species and particulars of plant communities and vegetable zones which will form a useful basis for future ecological interpretation of the northern part of the Territory.

Erosion and Deforestation.—The question of the growth of desert conditions (with its concomitants of veld deterioration, disappearance of vegetation and the encroachment of sand) has during the year been given serious consideration by the Government, as have also the need for the conservation of soil resources and for the controlled felling of timber.

A scheme has been drawn up which envisages a detailed ecological survey by qualified officers to determine the extent and causes of desert encroachment and to devise remedial measures which will include the establishment of plantations for fuel or windbreaks, a general scheme of reafforestation and measures to control and conserve storm water and to combat soil erosion.

Collaboration has continued between the Government and the native Chiefs for the prevention of overstocking and indiscriminate veld-burning, and measures for the introduction of pasture management are proceeding. There has, throughout the year, been a very definite improvement of the position with regard to the prevention and control of veld fires.

VII.—COMMERCE.

Owing to circumstances over which the Territory has little control, viz., geographical position, sub-tropical climate, uncertain rainfall, waterless land surfaces, etc., the development of commerce has of necessity been slow in the Bechuanaland Protectorate.

While a good trade in hides and skins exists and a certain amount of grain in good seasons is exported, the cattle trade, with its subsidiary industry, dairying, forms the chief business of the country. But since convenient markets in neighbouring territories are closely controlled and overseas markets are either amply supplied or offer prices insufficiently attractive to the seller, markets for the cattle and meat are not easy to find.

Although in certain districts in the Protectorate, particularly the Ngwaketsi and Kgalagadi Districts, prices were low and trade sluggish as a result of the severe drought, trade conditions generally throughout the year showed an improvement on those of 1937. This was due in part to the fact that there

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was no embargo on the export of products, and in part also to the amount of money brought into the country in mine labour remittances, but it was largely the result of increased activity in the livestock market, particularly in the north where large purchases of cattle were made by traders and speculators and fairly good prices were realized. The re-opening of the Northern Rhodesian market also afforded an opportunity for the export of cattle which were not up to the standards imposed by the authorities of the Union of South Africa.

The hides and skins trade was augmented and assisted by the fur factory at Lobatsi. This was sold during the year, as a going concern, to a business firm by the Government which had fulfilled its purpose in establishing a new industry for the benefit of the inhabitants of the Territory. A good demand for its manufactured articles was maintained, and the factory was kept busy.

A small trade exists, particularly along the railway line, in native carved wooden curios, and native made karosses and skin mats.

As stated elsewhere the output of gold and silver for the year constitutes a record.

The following is a comparative statement of imports and exports for the last three years:—

IMPORTS INTO THE BECHUANALAND PROTECTORATE FOR THE LAST THREE YEARS.

Article.	*1936.*		*1937.*		*1938.*	
	Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
			From Union of South Africa.			
		£		£		£
Kaffir corn ... bags	168	150	2,460	1,378	4,714	3,436
Mealies ... ,,	3,322	3,155	871	469	3,811	2,151
Mealie meal ,,	2,300	1,933	818	547	4,072	2,509
Wheat and wheat meal. ,,	4,290	6,328	3,817	5,698	5,302	8,717
Cream ... gal.	8,298	3,112	—	—	—	—
Horses ... head Donkeys ... ,, Mules ... ,,	180	2,000	190	2,015	153	2,300
Sheep and goats. ,,	22	100	89	300	141	120
Cattle ... ,,	195	3,900	172	800	52	1,000
Pigs ... ,,	3	30	—	—	13	130
Vehicles ... No.	59	5,725	32	6,440	32	6,746
General merchandise.	—	204,622	—	205,628	—	184,426

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IMPORTS INTO THE BECHUANALAND PROTECTORATE FOR THE LAST THREE YEARS—*continued.*

Article.	*1936.*		*1937.*		*1938.*	
	Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
			From Southern Rhodesia.			
		£		£		£
Kaffir corn ... bags	4,891	2,816	4,542	2,130	15,840	10,543
Mealies ... ,,	4,139	2,525	1,198	903	4,097	2,430
Mealie meal ,,	18,895	11,575	22,732	14,079	30,814	19,556
Wheat and ,, wheat meal.	1,229	1,898	599	1,103	683	1,209
Donkeys ... head	—	—	—	—	12	24
Sheep and ,, goats.	—	—	—	—	2	6
Pigs ... ,,	—	—	—	—	12	120
Vehicles ... No.	20	4,558	6	1,046	—	—
General merchandise.	—	91,059	—	94,454	—	102,450
			From Northern Rhodesia.			
Mealies ... bags	324	247	—	—	—	—
Mealie meal ,,	3,370	2,119	300	150	—	—
Wheat and ,, wheat meal.	6	13	—	—	—	—
General merchandise.	—	2,432	—	222	—	4,967
			From Other Countries.			
Mealies ... bags	—	—	20	16	10	8
Mealie meal ,,	—	—	80	69	72	57
Wheat and ,, wheat meal.	3	6	100	152	50	88
Horses ... head	—	—	—	—	9	130
Donkeys ... ,,	—	—	—	—	269	269
Cattle ... ,,	—	—	1	8	—	—
General merchandise.	—	5,457	—	3,929	—	7,924
TOTALS ...	—	£355,760	—	£341,536	—	£361,316

EXPORTS FROM THE BECHUANALAND PROTECTORATE FOR THE LAST THREE YEARS.

To Union of South Africa.

		£		£		£
Kaffir corn ... bags	32,612	21,829	24,225	10,484	3,530	1,981
Mealies ... ,,	2,958	1,464	56	28	—	—
Mealie meal ,,	10	10	—	—	—	—
Beans ... ,,	—	109	150	98	—	—
Cheese ... lb.	602	30	700	35	—	—
Butter ... ,,	93,722	5,781	154,313	10,382	130,444	7,758
Eggs ... doz.	1,332	42	795	22	2,829	109

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EXPORTS FROM THE BECHUANALAND PROTECTORATE FOR THE LAST THREE YEARS—*continued.*

Article.		*1936.*		*1937.*		*1938.*	
		Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
				To Union of South Africa—continued.			
			£		£		£
Cattle ...	head	13,134	105,072	5,098	45,882	19,024	160,000
Sheep and goats.	,,	4,957	4,957	945	850	7,944	4,965
Donkeys ...	,,	37	19	—	—	228	143
Pigs ...	,,	472	944	798	1,500	1,941	3,882
Hides ...	lb.	1,214,224	19,289	528,008	14,304	2,471,399	13,110
Skins (sheep and goats).	,,	11,586	328	—	1,050	—	1,139
Skins and karosses (wild animals).	No.	9,648	3,795	2,421	1,925	3,900	3,150
Ostrich feathers.	lb.	1,571	227	860	186	2,094	365
Wool ...	,,	664	9	421	5	443	7
Cream and butterfat.	,,	9,315	3,493	—	177	75	4
Firewood ...	tons	1,731	2,000	500	1,250	1,383	1,605
Vehicles ...	No.	—	—	—	65	—	—
Fowls ...	head	1,169	57	25,164	1,764	6,080	358
Ivory ...	lb.	364	108	—	—	—	30
Gold ...	oz.	—	—	858	5,831	391	2,646
Silver ...	,,	—	—	199	13	170	11
Other articles		—	2,057	—	1,476	—	783
				To Southern Rhodesia.			
Kaffir corn ...	bags	—	—	700	473	—	—
Mealie meal	,,	—	—	—	—	174	126
Beans ...	,,	—	—	—	—	600	569
Cheese ...	lb.	1,123	67	—	—	—	—
Butter ...	,,	—	—	1,460	101	47,456	2,918
Eggs ...	doz.	1,428	45	24	1	168	6
Bacon ...	lb.	27	2	—	—	—	—
Donkeys ...	head	71	150	—	—	—	—
Sheep and goats.	,,	5,985	4,489	988	648	7,541	4,700
Hides ...	lb.	18,000	300	—	100	102,219	1,684
Skins and karosses (wild animals).	No.	354	57	—	130	—	97
Skins (sheep and goats).	lb.	—	—	260	10	—	81
Gold ...	oz.	16,746	115,800	16,719	116,353	18,720	130,493
Silver ...	,,	1,382	96	1,300	75	957	111
Ivory ...	lb.	—	—	447	125	153	30
Other articles		—	159	—	3,285	—	3,672

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EXPORTS FROM THE BECHUANALAND PROTECTORATE FOR THE LAST THREE YEARS—*continued.*

Article.	*1936.*		*1937.*		*1938.*	
	Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
			To Northern Rhodesia.			
		£		£		£
Kaffir corn ... bags	60	24	300	191	—	—
Mealies ... ,,	331	83	300	90	500	125
Cheese ... lb.	90	2	—	—	—	—
Cattle ... head	—	—	1,220	5,575	2,546	12,730
Sheep and goats. ,,	25	6	176	114	50	13
Hides ... lb.	1,428	6	1,200	10	—	—
Skins and karosses (wild animal). No.	10	2	—	—	—	9
Ivory ... lb.	453	92	—	—	705	98
Timber ... logs	86,594	19,319	—	1,402	—	—
Other articles	—	—	—	192	—	—
			To Other Countries.			
Hides ... lb.	—	—	75,000	94	—	—
Skins (sheep and goats). ,,	—	—	—	17	—	—
Skins and karosses (wild animal). No.	—	—	—	—	—	84
Butter ... lb.	120,413	5,676	198,302	9,374	214,634	15,954
Meat, frozen ,,	2,866,826	29,863	896,927	7,500	—	—
Ivory ... ,,	—	—	—	—	858	173
TOTALS ...	—	£347,858	—	£243,187	—	£375,719

VIII.—LABOUR.

There is little opportunity for employment of labour, European or native, within the Territory, but a considerable number of natives are recruited annually for work on the mines and other undertakings in the Union of South Africa. This labour is recruited under the Native Labour Proclamation (No. 45 of 1907) as subsequently amended. In addition to this legislation, the interests of recruits are safeguarded by the following conditions:—

Licences to recruit are granted only to certain recognized Recruiting Companies.

Recruits may only be contracted for employment in areas which have been proclaimed under Union Law to be Labour Districts, and at contract wage rates which allow for journey expenses.

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Adequate arrangements for the repatriation of medical rejects and for the return of the workers to their places of recruitment at the expiry of their contracts.

Such labour is adequately supervised by Government and Municipal Authorities in the Union, supplemented, in the case of Johannesburg, by the Officers of the Tax Agency.

Efforts are made to concentrate within specified areas in the Union as large a number as possible of Protectorate natives with a view to educational and welfare facilities and also to maintain contact and ensure closer supervision and control by means of the liaison officer at the Tax Agency in Johannesburg.

Up to 1933, labour from the tropical regions lying north of latitude 22° south might for reasons of health only be engaged from South-West Africa for work on the Witwatersrand mines. Since the end of that year, however, the Union Government has relaxed its embargo in this respect and permitted experimental recruitment from the Bechuanaland Protectorate of tropical natives from north of the above-mentioned parallel. Recruiting of these natives still takes place, and statistics relating to their health, which have been separately kept and reported upon by the Health Committee to the Transvaal Chamber of Mines, show that the experiment is proving successful.

RETURN OF PASSES ISSUED TO NATIVES OF THE BECHUANALAND PROTECTORATE TO ENTER THE UNION OF SOUTH AFRICA, 1938.

Labour Passes:—	
Mines Labour—	
Gold	11,183
Diamonds	—
Farm Labour	—
Other Labour	1,242
Visitors' Passes	2,196
Total Passes	14,621

NATIVE RECRUITING CORPORATION, LIMITED.

PARTICULARS RELATING TO NATIVES FROM THE BECHUANALAND PROTECTORATE EMPLOYED BY THE WITWATERSRAND GOLD MINES FOR THE YEAR 1938.

Contracted Natives:—		
For surface workings		543
For underground—		
Shift 270	8,231	
Shift 360	175	
Shift 180	3	
		8,409
Capitation fees paid to Labour Agents		£8,167

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Assisted Voluntary System:—

Cash advances, taxes, feeding, etc.	£61
Number of natives	70

Contracted and Assisted Voluntary System:—

Advances for taxes, feeding, etc.	£25,843
Railway and bus fares	£11,280
Remittances	£11,742
Number of deferred pay vouchers paid	5,833
Deferred pay paid	£46,108

Apart from about 1,500 native labourers employed on the Mines in the Francistown district there are, as already stated, comparatively few natives employed within the Protectorate. The supervision of such labour is undertaken by Administrative Officers aided, in the case of the local mines, by an Inspector of Mines.

Labour within the Territory is adequately protected by the following legislation:—

Proclamation No. 40 *of* 1934 *as amended* (Regulation of Works and Machinery) provides for the proper control, supervision and inspection of mining operations, defines the conditions of underground workings and promulgates rules in respect of mine accidents.

Proclamation No. 28 *of* 1936 (Workmen's Compensation Proclamation) provides for the payment of compensation by employers in respect of labourers who suffer injury or death or who contract disease in those employments and areas to which the Proclamation is applied by Notice in the Gazette.

Proclamation No. 67 *of* 1937 (Employees' Annual Leave) makes provision for leave for shop assistants, and

Proclamation No. 72 *of* 1937 regulates the employment of women, young persons and children in industrial undertakings.

During the year 1938 the following additional legislation in regard to Labour was promulgated:—

High Commissioner's Notice No. 87 put into force Proclamation No. 20 of 1936 (Fixation of Wages) which empowers the High Commissioner to appoint Boards where necessary to enquire into questions relating to wages and to prescribe by Notice in the Gazette the minimum wage or scale of wages to be paid by employers.

High Commissioner's Notice No. 99 put into force the Native Labourers' Protection Proclamation No. 14 of 1936 which provides protection in respect of the employment of native labourers by natives in the Territory. *Proclamation No.* 23 *of* 1938 gave jurisdiction to the Native Tribunals in all cases of contravention of the provisions of the above-mentioned Proclamation (No. 14 of 1936).

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There is as yet no Factory or Trades Union legislation, nor is there provision for sickness or old age.

The question of the incorporation into Bechuanaland Protectorate legislation of such parts of the International Convention concerning the regulation of certain special systems of recruiting workers as might be of useful effect under prevailing local conditions is still under consideration.

IX.—WAGES AND COST OF LIVING.

Wages.

Europeans.—Other than in Government service, there is little employment for Europeans in the Bechuanaland Protectorate. Such Europeans as reside in the Territory are usually storekeepers or farmers, who, with European assistance in a few cases, generally manage their respective stores and farms with the aid of native labour.

White assistants who are employed can earn from £72 to £360 per annum.

Government employees are paid according to the scales laid down for the particular posts or ranks which they hold, and they are in most cases provided with quarters or with allowances in lieu of quarters.

Natives.—For natives who are mostly still in their tribal state —living in their villages and ploughing their lands—there are few avenues of employment open in the Territory beyond those mentioned above, or in respect of domestic services in the white settlements. Ranging from youths of 12 years or so, who are employed as herds, to adults of all ages, they can earn from £6 to £72 per annum, and are usually supplied with food by their employers.

Cost of Living.

Europeans.—Such small boarding-houses and hotels as exist in the larger centres charge at the rate of from 10s. to 12s. 6d. by the day or from £8 10s. to £10 by the month.

House rents vary from £5 to £7 10s. by the month, but in most centres it is practically impossible to rent a house.

Natives.—Maize meal, maize, and kaffir corn form the staple food of the natives. These, in normal years, are produced from their lands, which they plough and reap at stated seasons, and supplement with milk from their herds, and, occasionally, with meat.

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The average price of these commodities if bought from the traders is as follows:—

	£	s.	d.	
Wheat meal	2	10	0	per 200 lb. bag.
Mealies		12	6	per 200 lb. bag.
Mealie meal		16	0	per 200 lb. bag.
Kaffir corn...		18	6	per 200 lb. bag.

Owing to the drought, these prices were slightly higher than the average prices prevailing in 1937.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The aridity of the Territory with the associated food problems of the people and their stock, the absence from the villages at cattle posts or " lands " of most of the boys of school age, and the lack of trained teachers are the chief problems of education in the Bechuanaland Protectorate.

As in most places in Africa, education in the Bechuanaland Protectorate had its origin in the pioneer work done by missionaries. During recent years the Government, with the co-operation of Missions and Chiefs, has taken over the direction and control of education, rationalising and extending existing systems, until now schools, working to approved syllabuses, can be found in every main tribal centre and most of the outlying villages in the Territory. In the majority of Tribal Reserves these schools are managed by School Committees representative of the Tribe, the Missions and the Government.

In order to achieve the betterment, in its widest sense, of the individual and the community, the object of education in the Bechuanaland Protectorate is to provide the African with the basic tools with which to master his environment and make the fullest use of his leisure. The aim therefore is to build up the health and moral and mental equipment of what must for many years be mainly an agricultural and pastoral community, while at the same time supplying recreational opportunities, the lack of which tends to drive so many natives to the towns.

In developing this recreational side of African life attention has been directed to the fostering of home crafts, such as pottery, grass-work and leather-work, the organisation of sport, the provision of cheap and easily obtainable literature in the vernacular, and the cultivation of the Bantu sense of rhythm in song and physical exercise.

African Schools and Enrolment.—Two types of schools cater for the requirements of the primary school course. They are (*a*) the Village Schools and (*b*) Central Schools. At the former, provided the teacher is qualified, the requirements of the first

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six years of the primary course are taught, but if he should be unqualified only a modified curriculum extending over the first five years of the course is permitted.

At Central Schools the course for the first six years is almost identical with that taught at the village schools, but special facilities are provided for completing the last two years' work of the full primary course. Pupils desirous of doing more advanced work than is possible at the village school generally make arrangements to board with friends and relatives in an African settlement where there is a central school at which the full primary course is provided.

Junior Secondary education is a recent development, and has been instituted at four centres. It is intended that this course will extend over a period of three years, and a syllabus suited to the needs of Africans in the Protectorate wishing to proceed further than Standard VI has been devised. Although the numbers who will wish to benefit from this course will of necessity be limited, the course affords training for native tribal and Government officials as well as for those who wish to enter trades and professions.

An attempt is also being made to give the rudiments of education to those children who are forced to spend their adolescence at pasturages far out on the veld where water is to be found. At present there are two itinerant teachers visiting cattle posts but so successful have been results that this will be one of the main fields of expansion in education as soon as competent teachers are forthcoming.

One result of this absence of educational opportunities for young people at cattle posts has been the demand for adult schools of which there are seven now in existence.

Whilst the general bias of all education in the Territory is agricultural and pastoral, special facilities have been created for selected students to undergo a course of agricultural or industrial training at a Government-aided institution at Forest Hill near Gaberones. This institution is under the aegis of the Roman Catholic Mission of the Kimberley Vicariate.

Facilities for higher education, other than a proposed scheme for teacher-training at three centres, do not exist within the Protectorate. Financial provision however is made for promising students, sons of Chiefs and others, who wish to profit from the higher forms of training available at such places in the Union as Tiger Kloof Institution and the South African Native College, Fort Hare.

At the end of the year 1938, the total number of African pupils receiving education at schools in the Territory, which number 131 in all, was 15,390, as compared with 7,960 at the

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end of 1931. The total number of teaching staff is however only 264 of whom but 76 are qualified, while there is a regrettable lack of competent women teachers.

Teacher Training.—Subsidiary teacher-training courses, related to the special needs of the country, are held yearly. During 1938 a particularly successful course of this kind, at which the stress was laid on agriculture and crafts, was held at Mahalapye under the control of the Chief Agricultural Officer.

Establishment.—The establishment of the Education Department consists of a Director, a European Inspector, and five Native Supervisors. Administrative costs are met from General Revenue.

Finance.—In seven of the tribal districts, where there are Native Treasuries, primary and post-primary schools are maintained from tribal funds. In other districts charges are met by a grant from central funds. It is estimated that £15,918 will have been spent on African Education from all sources at the end of the financial year 1938-9.

During recent years the Bechuana have shown a marked enthusiasm for education, which is at present free and not compulsory. It is significant that on the Native Treasury Estimates for 1938-9 they set aside the sum of approximately £10,000 for Native Education out of a total estimated revenue of £24,000, i.e., more than 40 per cent. Another sign of interest is the gradual lowering of the age at which children enter school. Further, in view of the urgent need for more equipment and better buildings, several tribes are now considering the charging of school fees.

Orthography and Literature.—A long-delayed decision on a standardized Tswana orthography was reached early in 1937, and as a result several books in the vernacular have already been published, while, thanks to the generosity of the Carnegie Corporation, a travelling library, containing well-graded books in English and Tswana, has been put into circulation, and at seven centres useful reference libraries have been established. There is also a quarterly journal, published and subsidized by the Government, containing articles in English and the vernacular of interest to African readers.

Youth Movements.—The disintegrating effect of the disappearance of old tribal institutions, designed to secure satisfactory social behaviour and discipline, has been to some extent counteracted by the vigorous growth of such youth movements as the Pathfinder Scouts, Wayfarer Guides and Boys' and Girls' Brigade. The two former are under the immediate care of a European organizing secretary, who works in close co-operation with the Missions interested in these movements.

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Arts and Crafts, etc.—To preserve and maintain interest in the indigenous arts and crafts of the people, several African craftsmen are employed at such centres as Mochudi and Molepolole, to hand on to young pupils the technique of pottery and skin work. At Mochudi and Molepolole there is also instruction in wood work and carpentry, and at the first-named place some of the girls are taught elementary spinning and weaving, while some form of hand work is included in the curriculum of all schools. There is an efficient tannery at Kanye.

Eurafricans.—There are two primary schools for Eurafricans in the Territory, at Francistown and Molopolole. The total number of children attending at the end of 1938 was 62. Most of them speak Afrikaans as their home language. The syllabus of instruction is based on the Transvaal Regulations which apply to primary schools for White children.

European Education.

To meet the needs of a small and widely-scattered European population there are 11 schools, managed by local Committees, and financed by the Government during the financial year 1937-8 to the extent of over £3,200. Most of these are one-teacher schools, and the total number of children attending them at the end of the year was 160. Instruction is given up to Standard VI and at the end of the course a School Leaving Certificate is awarded on the results of an examination.

In addition the Government spent a sum of £836 in assisting parents either to employ governesses or to send their children to primary schools in Southern Rhodesia or the Union of South Africa, in those cases where it is not possible to send the children to the Protectorate schools.

Further provision is made for education by correspondence, and for bursaries for a few children requiring secondary education, which is normally obtained at schools in the Union of South Africa or Southern Rhodesia.

Welfare Institutions.

There are at present in the Territory no welfare institutions, but a qualified nurse has undertaken welfare work among the natives in the Bamangwato Reserve and is rendering invaluable assistance to the natives there.

XI.—COMMUNICATIONS AND TRANSPORT.

Railways.

The main line of the Rhodesia Railways Limited passes through the Territory on it eastern side for a distance of 400 miles, entering from the south at Ramatlhabama and leaving the Territory at Ramaquabane in the north.

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Roads.

There are tolerably good motor roads from railway stations and sidings to the principal native villages, the longest being that running from Palapye through Serowe to Maun a distance of 350 miles which has been opened in recent years by means of Government-paid labour and the co-operation of the Chief Tshekedi and his people, and is being gradually improved.

A fairly good motor-road from Ramatlhabama in the south to Ramaquabane in the north connecting the Union with Rhodesia is in existence. With the aid of a grant from the Colonial Development Fund low-level bridges have been constructed on this route and the problem of negotiating flooded rivers during the summer months has been practically eliminated. A further Colonial Development Fund Grant in 1937 for road development made it possible to lay down a programme of construction and improvement which is being systematically carried out.

Subsidiary roads connect Lobatsi and Kanye, Gaberones and Molepolole, Maun and Ghanzi. Apart from these roads there are practicable routes joining most Government outposts to their district headquarters.

Travel by Cape cart and ox wagon has, so far as Europeans are concerned, practically ceased except in those parts of the country which are inaccessible to motor vehicles. Wagon transport is still largely used by the native inhabitants.

Public road motor services are in operation between Zeerust and Lobatsi and between Mahalapye and the Tuli Block. Private services operate between the Railway and the principal native centres.

Landing Grounds.

There are landing grounds at nearly all District Headquarters, a private landing ground at both Sherwood Ranch and Saas' Post Estate in the Tuli Block, and a very good landing ground on the Imperial Reserve at Mafeking Headquarters. It is advisable, however, that intending users should notify the Government before they attempt to use them.

With the inauguration of the air service in November this year considerable improvements to the all-weather landing grounds at Palapye, Maun and Ghanzi were undertaken and emergency landing grounds at suitable intervals along the route were prepared.

Postal Communications.

There are in the Territory 24 post offices and postal agencies. The postal work at all of these offices is controlled on behalf of the Government by the Postmaster-General of the Union of South Africa; the telegraphic work by the Postmaster-General

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of Southern Rhodesia, to which Government the telegraph line along the railway line belongs (except that constructed by the Railway Company) as well as a telegraph-telephone line from Serowe to Macloutsie and Fort Tuli.

Lobatsi is connected with the trunk telephone system of the Union of South Africa, and Mochudi with the railway line, these telephone lines being controlled by the Postmaster-General at Pretoria.

The rate of postage on letters for delivery by air mail within the Union and the High Commission Territories is 1d. for half an ounce. The rate on letters for Great Britain, Northern Ireland and any other parts of the Empire is 1½d. for half an ounce. The rate on letters sent by surface mail is 1d. an ounce.

Air Mail Services.—Since January, 1932, the Bechuanaland Protectorate has been able to avail itself of air mail facilities to Europe and other parts of Africa.

These facilities were further extended by the inauguration in November, 1938, of an air service run by the Union Government and operating from Johannesburg to Windhoek via Palapye, Maun and Ghanzi. The schedule of operation includes an outward flight each Monday and a return flight each Saturday, and has greatly facilitated communication between Headquarters and the distant stations.

Wireless.

There are Government wireless stations at Mafeking, Maun, Ghanzi, Tsabon and Gaberones, and the Witwatersrand Native Labour Association during the year established stations primarily for their own use at Francistown and Kazungula.

XII.—PUBLIC WORKS.

Considerable progress was made during the year in various development works, financed by grants from the Colonial Development Fund, and in regard to new work for which provision amounting to £16,500 was made under Extraordinary Expenditure. Repairs and maintenance to the extent of £13,000 were also undertaken.

Roads and Bridges.

Work under a Colonial Development Fund grant of £12,750 for low-level bridges was finally completed during the year, affording 11 bridges of 1,902 feet total length at a cost of £6 13s. per running foot. Whilst other rivers in the Territory still require to be bridged the financial assistance given

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will in normal conditions ensure all weather travel along the main roads from Ramatlhabama in the south to Ramaquabane in the north. Most of these bridges were repeatedly submerged without damage by floods during the unusually heavy rains towards the end of the year.

Good progress was made in the construction and realignment of roads under the Colonial Development Fund grant of £58,000 intended for a programme of road improvement spread over a period of five years. The portions of main road previously constructed survived the heavy rains to an unexpected degree, but serious damage occurred on most of the by-roads in the districts. Approximately 80 miles of new road were completed during the year.

Fences.

Work under this head consisted of the maintenance of the border fences between the Protectorate and Southern Rhodesia, and between the Protectorate and the Transvaal.

Aerodromes, Air Service and Wireless.

Light maintenance was undertaken on most of the landing grounds in the Territory, but extensive improvements were carried out at the Palapye and Maun aerodromes for the Air Service.

The Government wireless stations at Mafeking, Maun, Ghanzi, Tsabong and Gaberones were maintained throughout the year and a portable transmitting and receiving set was acquired by Government.

Transport.

Four motor units were added during the year as well as two tractors and several animal-drawn vehicles, mainly in connection with development works. The general maintenance of 58 mechanical power units is undertaken by the Government garage workshops at Gaberones.

Buildings.

New buildings to the value of £11,000, mainly comprising quarters for officials and Government offices, were erected during the year, and the usual annual maintenance was also carried out. Building construction and maintenance work at centres remote from the railway which require careful organisation have to a large extent been facilitated by the increasing employment of skilled native artisans trained by the Public Works Department, and by the provision of special Government transport.

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Water Supplies.

Funds for this important service are provided under the heads:—

(*a*) Public Works Recurrent.
(*b*) Extraordinary Expenditure.
(*c*) Colonial Development Fund.

Works under (*a*) are mainly confined to maintaining and improving existing water supplies and pumping plants at various centres in the Territory. The charges during the year increased to £1,750, as against £1,500 in the previous year.

Works under (*b*) are new works mainly affecting administrative needs. The amount allocated for work under this head was reduced from £2,290 to £1,100 this year.

Works under (*c*) are new works undertaken under a Colonial Development Fund grant of £114,000 for a four-year programme. £24,000 was spent from this grant during the year, and two new drilling rigs were obtained making a total of eight drills which is the full number provided for in the scheme. Thirty-five boreholes were sunk during the year, 11 of which proved failures. Most of the failures have occurred in endeavouring to find water for villages lying in areas where the probabilities of finding underground water are known to be problematical.

Three surface storage dams were completed and work on a dam near Kanye to store approximately 250,000,000 gallons has been started.

With the increased number of drilling machines now available, well-sinking works are being reduced, as recent droughts have shown that the depth to permanent underground water is beyond the economic depth for well-sinking by hand.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The number of cases heard during 1937-8 was 1,836 as against 1,765 in 1936-7.

Nine persons were charged with homicide, and of these three were discharged for want of prosecution or on the merits of the case, one was acquitted, one was committed for trial and one was bound over.

There were 153 cases of other offences against the person, in 134 of which convictions followed; 260 offences against property, with 242 convictions, and 1,414 prosecutions for other offences, in which 1,338 convictions followed.

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High Court.—Proclamation No. 50 of 1938 abolished the Special Court which had functioned since 1912 and established a High Court (presided over by a Judge) which possesses and exercises in respect of civil and criminal proceedings arising in the Territory all the jurisdiction, power and authorities vested in the Supreme Court of South Africa.

The High Court is the Court of Review and Appeal within the Territory. The right of appeal to the Privy Council, provided for in section 3 of Proclamation No. 2 of 1896, lies against any final judgment, decree, sentence or order of the High Court.

There must be at least two Sessions of the High Court a year, and the Judge may direct that any trial may be held and any appeal heard with the aid of not more than two Administrative Officers who are to be appointed for that purpose by the Resident Commissioner. The Court may also call to its assistance one or more Native Assessors who shall be chosen by the Resident Commissioner from Chiefs, sub-Chiefs, Headmen or other natives suitably qualified to aid the Court. The opinion of each officer and Native Assessor so associated with the Court shall be given and shall be considered by the Court, but the decision is vested exclusively in the Judge.

The jurisdiction of the High Court is exercisable so far as regards procedure, practice and evidence in criminal cases in the manner provided by the Bechuanaland Protectorate Criminal Procedure and Evidence Proclamation, 1938 (No. 52 of 1938).

The Court may at any time make Rules of Court for regulating the proceedings of the High Court and Subordinate Courts.

At any time when the High Court is not in Session the Assistant Resident Commissioner has power and authority to exercise the civil and criminal jurisdiction of the Court in all motions and applications (including applications for arrests and interdicts of persons and things), in all actions for provisional sentence, and in all other causes in which either the plaintiff or the defendant is in default or in which consent to judgment is filed by the defendant.

By section 2 of Proclamation No. 2 of 1896 the Resident Commissioner has all the powers of the Supreme Court of South Africa in civil matters but no original jurisdiction.

Subordinate Courts.—Proclamation No. 51 of 1938 establishes three classes of Subordinate Courts with jurisdiction in the districts within which such Courts are situated. The jurisdiction of these Courts is limited in civil and criminal matters by the terms of that Proclamation, and in every case an appeal lies to the High Court.

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Justices of the Peace.—There are a number of Justices of the Peace and Commissioners of Oaths throughout the Protectorate.

Legal Practitioners.—The admission and enrolment of Advocates and Attorneys, Notaries and Conveyancers as practitioners in the Courts of the Territory is governed by Proclamation No. 15 of 1904. Legal practitioners are, by Proclamation No. 75 of 1934, precluded from appearing for any party before a Native Tribunal.

Native Tribunals.—Proclamation No. 75 of 1934 provides for the establishment of Senior and Junior Native Tribunals to deal with cases in which natives only are concerned, but these Tribunals have no jurisdiction in cases relating to such offences as treason, sedition, offences involving death, or grievous bodily harm, divorce of persons married under the law of the Territory, etc.

Appeals lie from the decisions of Junior Tribunals to the Senior or Chief's Tribunal, thence to the District Commissioner's Court and, in certain cases, from District Commissioner's Court to the High Court and the Privy Council.

Police.

There is no Defence Force; the Bechuanaland Protectorate Police are responsible for the maintenance of law and order.

This Force is under the direct control of the Resident Commissioner, who is the Commandant, and the establishment of the Force on the 31st December, 1938, was as follows:—

Europeans.	*Establishment.*
Deputy Commandant	1
Inspectors	3
Assistant Inspectors	3
Warrant Officers	4
Other Ranks	41
	52
Natives.	
Corporals	7
Troopers	115
Police Messengers	110
	232

Slightly more than half of the native ranks are Bechuana, the rest comprising Basuto, Barotse and other tribes.

Police are stationed at all Administrative District headquarters throughout the Territory, as well as at outlying posts in the districts. The Police posts are usually under the

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command of European non-commissioned officers, who have under them certain native ranks varying in number according to the size of the area in which they operate. These detachments are in turn under the supervision of Inspectors or Assistant Inspectors.

In addition to the normal Police duties such as patrolling and the investigation of crime, the Police are in some areas required to assist with the collection of native tax and certain other administrative duties.

Regular patrols are carried out on horseback in most parts of the Territory, while the means of patrolling in other areas vary according to the nature of the country, camels for instance being used in the Desert and canoes in the swamps.

During the year under review 2,466 criminal cases were dealt with by the Police as against 2,162 in 1937; 1,977 cases were sent for trial in 1938 as against 1,848 in 1937; 22 cases handled in 1938 were undetected as against 42 in 1937; and 170 cases were still under investigation at the end of the year. As regards convictions 103 Europeans were convicted as against 52 in 1937; and 1,848 natives and 15 other persons were convicted as against 1,745 natives and 9 other persons in 1937.

Several outstanding cases were handled by the Police during 1938. In one instance two European members of the Force effected the arrest of two dangerous and heavily armed " smash-and-grab " criminals who had escaped from Southern Rhodesia by train after robbing jewellers' shops and gunsmiths. In another instance a native trooper for a fortnight tracked and finally arrested after a fight a dangerous native criminal. Several cases were brought to a successful conclusion solely through the medium of fingerprint evidence.

Training Depot, Gaberones.—European recruits were trained throughout the year and refresher courses for serving European members of the Force were also held. Four squads of native Police attended courses of instruction in equitation and general Police duties, each course lasting approximately two months.

Examinations.—The results of the promotion examinations for European ranks recently instituted were very satisfactory, and the interest displayed by the candidates was reflected in the large number of entries.

Papers were set for various ranks in Criminal Law, Criminal Procedure and Evidence, Proclamations and High Commissioner's Notices, Musketry, Stable Management and ailments of animals, general Police duties and the Tswana language.

New Station.—A new Police Station was opened at Martin's Drift where a high-level bridge is being built over the Limpopo River, and where in consequence Police supervision will be necessary in connexion with traffic at this point.

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Police Motor Van.—To deal with the activities of game poachers in the Tuli Block a motor-van was procured during the year and it operated in that area with success.

Criminal Bureau.—The activities of the Criminal Bureau have steadily extended and an increase of work in all its branches is recorded.

During the year 1,759 fingerprint slips were received as against 1,205 in 1937, and 333 persons were identified as against 203 in 1937. One hundred and thirty-nine criminal investigation inquiries were dealt with as against 42 in 1937 and five in 1936. Of 139 inquiries 44 were from adjoining territories.

Awards.—A Warrant Officer of the Force was appointed a Member of the Order of the British Empire.

Three Europeans and four native ranks were commended for good work and initiative in the execution of their duties, and one native rank was awarded £10 for commendable conduct.

Prisons.

There is a prison at Francistown and one at Gaberones, and at all other stations there are lock-ups. Dangerous criminals, by arrangement with the Government of the Union of South Africa, are sent to prisons in the Union.

The following schedule affords information regarding the prisons of the Territory in respect of the year 1938:—

Statistical Tables.

	Male.	*Female.*	*Total.*
1. Total number of prisoners received into prison or reformatory during the year:—			
(*a*) Sex	912	23	935
(*b*) Age-groups:—			
Under 15			3
15–20			52
20–25			168
25–50			662
Over 50			50
(*c*) Race:—European, 9; Natives, 875. Religion:—Church of England, 2; Roman Catholic, 4; Dutch Reformed Church 1,; Pagan, 861; Seventh-Day Adventist, 67.			
(*d*) First-timers			840
Recidivists			95
(*e*) Length of sentence:—			
Under a month			297
One to six months			480
Six months to two years			143
Over two years			15
(*f*) Daily average in prison			153·36
2. Proportion of deaths in prison during the year to every 10,000 prisoners received during the year			126·6
Percentage of the daily average in hospital to the daily average of the prison population			4·55

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3. Average number of prisoners set to work daily ... ... 137·51

Nature of the work ... ... General and garden fatigue, road and aerodrome work, stone breaking, wood cutting, brickmaking, transport.

Number of hours worked each day Weekdays, 9 ; Saturdays, 6.

4. Number of prison offences committed in the preceding year ... 31

Number of times each form of punishment was employed, and, in the case of corporal punishment, the number of strokes and the nature of the instrument employed :—

Form of Punishment.	*Times employed.*	*Instrument used.*
Solitary confinement and spare diet	8	
Additional imprisonment with hard labour ...	15	
Fined	2	
Mechanical restraint	1	
Corporal punishment	3	Cane. 1 + 6 cuts 2 + 4 cuts
Habitual criminals	2 declared.	

5. (*a*) Total cost of each prisoner *per annum* (average) ... Europeans, £80 ; Natives, £21.

(*b*) Cost of feeding each prisoner *per annum* ... ... Europeans, £20 ; Natives, £4 2s. 11d.

(*c*) Estimate of the pecuniary value of an average prisoner's work (calculated on the basis of the work performed which has a definite monetary value as apart from domestic prison tasks or other unproductive employment). Nil, as prisoners are employed on unproductive tasks such as road-making, clearing and planting, etc. (See paragraph 3, above.)

6. Total of prison personel 27

(*a*) Number of reports against the members of the staff 11

(*b*) Nature of the punishment inflicted in consequence. Fined, 3.
Fined with option of imprisonment with hard labour, 6.
Discharged, 1.
Discharged as medically unfit, 1.

7. The number of executions carried out in the year ... ... Nil

Observations.—Persons awaiting trial are brought before the Court within 48 hours. They are segregated as far as possible from convicts, and are allowed to work and to take exercise if they so desire. They are fed on the appropriate scale of diet and generally are under Prison Regulations 174-184 (of High Commissioner's Notice No. 57 of 1927).

Long-term prisoners of bad character are usually sent to prisons in the Union of South Africa.

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The imprisonment of young offenders is rare, and wherever possible they are segregated from older offenders. Under Proclamation No. 81 of 1921 juveniles can be removed to reformatories in the Union.

There is no special provision for industrial, physical and mental training of prisoners in the Protectorate.

There is no appreciable increase of recidivism.

Church services are provided in certain districts when possible and ministers of religion can always have access to prisoners.

To ensure recruitment of the right type for the prison personnel European gaolers are recruited as far as possible from ex-members of the Police. Native staff are selected carefully from the best types available (if possible from ex-policemen). They are instructed by the gaolers, who, in turn are under the supervision of the District Commissioners.

To reduce the risk of contamination where possible: (*a*) first and petty offenders are segregated in gaol, (*b*) hardened criminals are segregated in gaol and are concentrated under special guards when working.

Women personnel are in charge of women prisoners.

There are no Prisoners' Aid Societies, but on discharge prisoners are (*a*) given rations for three days and rail warrants if home is more than 40 miles away, (*b*) assisted to find work if possible (openings on mines and farms), (*c*) clothes are purchased for long-term prisoners on discharge.

XIV.—LEGISLATION.

The following are the more important Proclamations and Notices promulgated during 1938:—

Proclamation No. 17.—Land and Agricultural Loan Fund Amendment Proclamation amended the principal law, established a Loan Fund and fixed the rate of interest to be charged.

Proclamations Nos. 20 and 21.—Pensions Amendment Proclamations amended and added certain sections to the Pension Law of the Territory.

Proclamation No. 26 and Notices Nos. 110 and 149.—Native Schools Proclamation regulated the establishment of and provided for the control of mission, private and other schools.

Proclamations Nos. 34 and 63.—Native Tax Amendment Proclamations amended the principal law by abolishing the Native Fund, modifying rates of remuneration for collection of Tax and providing for payment of tax in kind.

Proclamation No. 35.—Native Treasuries Proclamation provided for the establishment of Native Treasuries.

Proclamation No. 41.—Licensing Amendment Proclamation amended the Liquor Law of the Territory.

Proclamation No. 42.—Cattle Export Duty (Repeal) Proclamation abolished the export fee on cattle.

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Proclamations Nos. 45 and 55.—Sedition Proclamations made provision for the suppression and punishment of seditious offences.

Proclamation No. 50.—High Court Proclamation established a High Court for the Bechuanaland Protectorate in place of the former Special Court.

Proclamation No. 51.—Subordinate Courts Proclamation consolidated and amended the laws relating to Subordinate Courts and to the jurisdiction, powers and duties of officers presiding over such Courts.

Proclamation No. 52.—Criminal Procedure and Evidence Proclamation consolidated and amended the law governing procedure and evidence in criminal cases.

Notice No. 116.—Promulgated new Public Health Regulations.

Notice No. 126.—Promulgated Financial Regulations for the newly established Native Treasuries.

Notice No. 136.—Imposed Veterinary inspection fees on cattle and small stock, and abolished a number of fees and charges formerly leviable.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banks.

There are, as yet, no banks in the Bechuanaland Protectorate.

Currency.

Prior to 1932 the coinage legally current in the Bechuanaland Protectorate was as declared by Orders in Council of 1911 and 1920, all British and all Transvaal coins; British coins being any which were for the time being legal tender in the United Kingdom, and Transvaal coins being those coined in the mint of the late South African Republic in accordance with the provisions of Law No. 14 of 1891 of that Republic, or at the Pretoria Branch of the Royal Mint.

Changes in the currency of the Territory were effected by the Currency Proclamation No. 54 of 1932 under which all coins, other than silver coins, which are legal tender in the United Kingdom, and all coins which are legal tender in the Union of South Africa were declared to be legal tender in the Territory. By the same Proclamation, notes issued by the South African Reserve Bank were declared to be legal tender in the Territory, conditional upon the said Bank continuing on demand to pay its notes in United Kingdom coins or Union coins of legal tender, but this condition was suspended by the Currency Amendment Proclamation No. 3 of 1933.

Weights and Measures.

The weights and measures in use in the Territory are those which are in use in the Union of South Africa.

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XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The following statement shows the revenue and expenditure for the past five financial years:—

REVENUE.

Head.	*1933–4.*	*1934–5.*	*1935–6.*	*1936–7.*	*1937–8.*
	£	£	£	£	£
Native Tax	9,624	22,703	33,693	30,181	38,902
Customs and Excise ...	29,100	33,752	36,295	38,772	40,859
Posts and Telephones ...	18,031	18,630	19,255	15,316	30,451
Licences	5,102	5,942	7,878	9,017	9,660
Revenue Stamps ...	646	700	887	1,203	1,168
Judicial Fines	474	335	735	982	804
European Poll Tax ...	1,234	1,510	1,467	1,405	1,690
Income Tax	2,432	17,462	24,904	34,140	40,352
Rentals and Transfer Duty.	628	551	751	782	608
Interest	1,028	146	—	—	—
Deductions from Salaries and Allowances.	3,326	2,138	1,744	3	—
Gold Premium Tax ...	—	—	173	2,887	2,582
Fees for Veterinary Services	220	—	—	—	—
Mining Revenue	2,529	2,763	15	6	1,506
Miscellaneous	1,995	2,642	4,716	6,031	8,738
Timber Royalties ...	—	—	—	2,212	1,402
TOTAL ORDINARY REVENUE	76,369	109,274	132,513	142,937	178,722
Extraordinary Revenue...	1,902	—	400	—	—
Parliamentary Grant-in-Aid.	177,000	98,000	50,000	60,000	25,000
Colonial Development Fund.	—	2,689	15,870	25,873	69,508
TOTAL REVENUE ...	£255,271	£209,963	£198,783	£228,810	£273,230

EXPENDITURE.

Head.	*1933–4.*	*1934–5.*	*1935–6.*	*1936–7.*	*1937–8.*
	£	£	£	£	£
Resident Commissioner	13,071	13,994	13,297	13,645	13,804
District Administration	12,257	13,794	15,350	16,877	17,074
Police	31,963	29,782	29,922	30,608	29,957
Posts and Telegraphs ...	5,769	5,487	5,736	5,712	7,428
Administration of Justice	5,358	5,802	6,591	6,644	7,144
Public Works Department	3,070	3,628	4,694	5,145	6,575
Public Works Recurrent	6,699	8,335	10,823	11,329	13,505
Medical	12,898	14,215	16,321	20,123	22,752
Education	7,572	4,669	5,668	6,006	7,253
Veterinary	14,134	16,175	21,928	15,978	19,046
Agriculture	—	—	—	6,607	7,504
Allowances to Chiefs ...	1,868	3,195	3,664	4,468	3,569
Pensions	12,321	12,141	17,397	15,944	15,282
Miscellaneous	32,599	10,410	7,612	6,906	10,463
Air Service	—	—	11	—	338
Wireless	—	—	—	1,451	—
Refund of Duty, etc. ...	—	—	—	—	96
TOTAL ORDINARY EXPENDITURE.	159,579	141,627	159,014	167,443	181,790
Extraordinary Expenditure	27,684	42,081	51,099	42,280	29,008
Colonial Development Fund	—	3,821	14,878	43,811	53,739
TOTAL EXPENDITURE...	£187,263	£187,529	£224,991	£253,534	£264,537

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Assets and Liabilities.

The Assets and Liabilities at 31st March, 1938, were as follows:—

STATEMENT OF ASSETS AND LIABILITIES AS AT 31ST MARCH, 1938.

LIABILITIES :—	£	s.	d.
Over issues from Colonial Development Fund ...	1,135	7	11
Sundry Deposits	15,908	7	2
Bechuanaland Protectorate Native Fund	9,004	7	2
Excess Assets over Liabilities	29,483	16	9
	£55,531	19	0

ASSETS :—	£	s.	d.
Standard Bank	5,932	17	3
Cash in hands of Sub Accountants	19,855	13	7
Imprests	5	0	0
Joint Colonial Fund	1,000	0	0
Agricultural Loan Fund	3,628	11	7
Union Government Locust Account	3,227	15	10
Advances	21,882	0	9
	£55,531	19	0

The following amounts are not included as Liabilities in the above statement:—

GRANT-IN-AID FROM IMPERIAL TREASURY—

	£	s.	d.
1933–4	177,000	0	0
1934–5	98,000	0	0
1935–6	50,000	0	0
1936–7	60,000	0	0
1937–8	25,000	0	0

SUMMARY OF LOANS—COLONIAL DEVELOPMENT FUND	93,227	3	4
Serial No. 72, Tsetse Fly Investigation	2,265	6	3
,, ,, 189, Additions to Hospitals...	3,370	0	0
,, ,, 306, Loan to Dairy Farmer...	173	19	7
,, ,, 307, Pork and Bacon Industry	694	0	0
,, ,, 308, Poultry Industry	1,083	0	0
,, ,, 309, Dairy Industry	444	17	6
,, ,, 310, Water Development	25,300	0	0
,, ,, 366, Low Level Bridges and Road Machinery	12,350	0	0
,, ,, 367, Karakul Sheep Industry	2,725	0	0
,, ,, 406, Fur Factory	4,045	0	0
,, ,, 421, Timber Survey	1,800	0	0
,, ,, 464, Road Construction	9,926	0	0
,, ,, 455, Ngamiland Waterways	5,900	0	0
,, ,, 466, Water Development	22,750	0	0

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Description of Main Heads of Taxation.

Native Tax.—The collection under this head for the year ended 31st March, 1938, was £38,902. Fuller details as regards the method of collection, etc., are given below.

Customs and Excise.—Under the Customs Agreement entered into with the Union of South Africa in 1910, the Bechuanaland Protectorate Administration receives annually 0·27622 per cent. of the total Customs Revenue of the Union, less payments to Northern and Southern Rhodesia and South West Africa. The amount received for the 12 months ended 31st March, 1938, was £38,173.

In addition to the above, a duty is levied on importations of Union manufactured spirits and beer into the Bechuanaland Protectorate, and the amount received in this connection for the above period was £2,685, making the total customs revenue for the Territory £40,859. The rates of duty on spirits and beer are governed by the Schedule, Part III, of Proclamation No. 65 of 1921.

Licences.—General dealers are subject to annual licences in terms of Proclamation No. 48 of 1924 which consolidated and amended the duties payable in respect of trading in the Bechuanaland Protectorate.

Labour Agents' licences and motor vehicle licences are governed by Proclamations Nos. 45 of 1907 and 10 of 1929, as amended, respectively.

The laws in regard to the sale of intoxicating liquor and the licences payable in this connection are laid down in Act 28 of 1883 of the Colony of the Cape of Good Hope as in force in the Bechuanaland Protectorate by virtue of the provisions of Section 5 of the Proclamation of the 4th April, 1892, as amended by Proclamation No. 30 of 1931.

The licences payable in respect of the sale of firearms, gunpowder and ammunition, and the conditions appertaining thereto are governed by Proclamations dated 10th June, 1891, and 15th November, 1893.

The following statement shows the chief classes of licences and the amounts collected in respect of each during the past two years:—

Class of Licence.	*1936–7.* £ s. d.	*1937–8.* £ s. d.
Ammunition, gun and gunpowder ...	1,217 5 0	1,114 6 0
Agents for foreign firms, general dealers, butchers, bakers and importers.	4,056 12 0	4,001 2 6
Labour agents and runners	468 10 0	695 17 6
Motor drivers and vehicles	1,969 19 9	2,657 3 6
Liquor	327 10 0	468 0 0
Miscellaneous	976 15 0	653 12 3
Game		70 0 0
	£9,016 11 9	£9,660 1 9

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Income Tax.—The collection of income tax is governed by Proclamation No. 70 of 1922 as amended. The general provisions of the principal Proclamation apply each year to the determination of the taxable amount on which the tax is to be levied and the collection of the amount payable in respect of that taxable amount, but the actual rates levied are fixed by Proclamation each year. Proclamation No. 54 of 1935 provided for a rebate of 20 per cent. on the tax payable in respect of that year, and this was continued in 1936.

The rates of tax imposed and abatements allowed for the year ended 30th June, 1937, were fixed as follows:—

Rates.

(1) In the case of companies, for each pound of taxable amount two shillings and sixpence.

(2) In the case of persons other than companies—

(*a*) When the taxable amount does not exceed twenty-four thousand pounds, for each pound of taxable amount one shilling and as many two-thousandths of a penny as there are pounds in that amount.

(*b*) When the taxable amount exceeds twenty-four thousand pounds, for each pound of taxable amount, two shillings.

Abatements.

	£
Primary—Married persons	400
,, Unmarried persons	300
Insurance premiums—maximum amount of	50
Children—for each child under 21	100
Dependants maintained wholly by taxpayer	30

The amount collected for the financial year ended 31st March, 1938, was as follows:—

	£
Arrear tax	1,280
Current tax	39,068
Tax paid in advance by officials	3
	£40,351

The following statement shows the number of the different classes of persons assessed for tax, the total amount of tax paid, and the aggregate of the taxable incomes in the several categories and also compares the collection with the previous year:—

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Number Taxed.		Category.	Amount of Tax Received.		Total Income of Taxpayers.
1936–7.	1937–8.		1936–7.	1937–8.	1937–8.
			£ s. d.	£ s. d.	£
10	14	Companies and	30,904 18 8	36,464 11 4	308,421
	6	Farmers.	24 0 9	47 18 8	5,919
50	58	Traders	1,322 3 11	2,879 0 3	68,995
61	50	Officials	401 4 4	634 13 5	37,452
19	23	Others	270 6 2	269 17 4	15,148
—	—	Paid in advance	143 5 6	2 14 0	—
6	3	Mining	1,074 2 6	52 16 5	16,492
			34,140 1 10	£40,351 11 5	452,427

Poll Tax.—Proclamation No. 44 of 1922 as amended was repealed and consolidated by Proclamation No. 58 of 1935 and fixed the rate of tax at £3 per annum in half-yearly instalments, by every male domiciled in the Protectorate, who is 21 years or over and who does not pay hut tax.

The rate was reduced in 1936-7 to £2 per annum and was increased to £2 10s. per annum during 1937-8. The total amount realized under this head amounted to £1,689 10s. for the year ended 31st March, 1938.

Gold Premium Tax.—A tax on the premium of gold produced in the Territory was imposed by Proclamation No. 25 of 1934. This Proclamation which was never enforced was repealed by the Bechuanaland Protectorate Gold Premium Taxation Proclamation No. 52 of 1935 in which certain rebates on the output are allowed before applying the tax of 15 per cent. of the gold premium.

The amount collected under this head for the year ended 31st March, 1938, was £2,582 4s. 4d.

Customs tariff.—In accordance with the Customs Agreement entered into with the Union Government in 1910, Bechuanaland maintains a Customs Tariff similar to that which exists in the Union of South Africa.

Stamp duties.—Stamp duties are imposed in terms of Proclamation No. 14 of 1897 putting in force the laws of the Colony of the Cape of Good Hope with regard to stamp and licence duties.

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Native Tax.—Native tax is imposed by the Bechuanaland Protectorate Native Tax Proclamation No. 1 of 1932 as amended. Every male native of 18 years of age, or more, residing in the Bechuanaland Protectorate is liable for the payment of a tax at the rate of £1 per annum, and in addition if such native has more than one wife, according to native custom, a further sum of £1 for every such additional wife. No native, however, is liable to pay in respect of himself and his wives more than £3 in any one year.

Rates of Native Tax.—From 1923-4 to 1928-9 the tax in the Bamangwato (Serowe) and Batawana (N'Gamiland) Reserves was at the rate of £1 3s. and in the rest of the Territory £1 5s. From 1929-30 the following rates were uniform for the whole of the Territory:—

	£	s.	d.
1929–30	1	5	0
1930–1	1	5	0
1931–2	1	5	0
1932–3	1	8	0
1933–4		15	0
1934–5		15	0
1935–6		15	0
1936–7		15	0
1937–8	1	0	0

A native who is domiciled in some country other than the Territory and who can produce proof to the satisfaction of the District Commissioner that he had paid his tax for the current year in that country shall not be liable to pay the Bechuanaland Protectorate tax for the year. A District Commissioner is empowered, after consultation with the Chief, to exempt from the payment of tax in whole or in part any native who is able to prove to his satisfaction that he is unable on account of poverty to pay the tax without being deprived of his means of subsistence.

The reduction in the rates of taxation shown in the table above was necessitated by the depletion in the resources of the natives brought about principally by the embargo placed on the export of all animals, and animal and vegetable products from the Territory owing to the outbreak of foot and mouth disease in 1933-4. The position was further aggravated by the drought and famine conditions during that year and the years following. Improved conditions during the summer of 1936-7, however, justified an increase in the rate to £1. This was effected by High Commissioner's Notice No. 29 of 1937.

Native Fund Tax and Native Treasuries.—This tax represents 5s. of every native tax collected under Proclamation No. 1 of 1932 as amended. The total receipts under this head for the year ended 31st March, 1938, amounted to £13,909 19s. The

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moneys standing to the credit of the Bechuanaland Protectorate Native Fund were used at the discretion of the High Commissioner for any one or more of the following purposes: education of natives residing in the Bechuanaland Protectorate; abatement of contagious diseases; eradication of cattle diseases; improvement of native stock; and fencing of native areas.

At the beginning of the 1938-9 financial year the Native Fund was abolished by Proclamation No. 34 of 1938 and Native Treasuries were instituted in seven of the eight Native Reserves by Proclamation No. 35 of 1938. Each Treasury is operated under the guidance of the District Commissioner by the Chief and a Finance Committee. Thirty-five per cent. of the total collections of Native Tax are paid by the Government to the Treasury, which in its turn prepares estimates of revenue and expenditure and generally controls its own finances in accordance with the provisions of the Native Administration Financial Regulations published under High Commissioner's Notice No. 126 of 1938.

District Commissioners were formerly in charge of the collection of tax in their districts and performed this duty through the Chiefs and Headmen. The Chiefs were paid under Proclamation No. 1 of 1932 as amended by Proclamation No. 10 of 1937, which authorised a variation in the rates paid. For the financial year 1937-8 these rates were fixed by High Commissioner's Notice No. 27 of 1937 at 13⅓ per cent. of the value of current tax collected and 6⅔ per cent. in respect of arrear tax paid to District Commissioners on or before the 31st day of October, and 6⅔ per cent. on all tax paid thereafter, whether in respect of current or arrear tax.

With the institution of Native Treasuries this year, however, the responsibility for the collection of taxes was placed upon the Chiefs, who instead of receiving a percentage of taxes collected now receive a regular salary, for which provision is made in the Native Treasury estimates.

Facilities are in certain circumstances also afforded natives to pay their tax to District and Police officers, and considerable sums of money are collected by the Government's representative at the Tax Agency in Johannesburg from Protectorate natives working on the mines.

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APPENDIX.

Publications Relating to the Bechuanaland Protectorate.

Bryden, H. A. ... ... *Gun and Camera in Southern Africa.* 1893.

Cory, Sir George ... ... *Rise of South Africa* (sections dealing with Bechuanaland Protectorate). Longmans, Green and Company.

Ellenberger, V. F. ... *History of the Bamalete Tribe.* 1937.

Hailey, Lord ... ... *An African Survey.* (A study of the problems arising in Africa, South of the Sahara). Oxford University Press.

Hodson, A. ... ... *Trekking the Great Thirst.* 1912.

Livingstone, D. ... ... *Missionary Travels and Researches.* 1895.

Lloyd, E. ... ... *Three Great African Chiefs.* 1895.

Mackenzie, J. ... ... *Ten Years North of the Orange River.* 1871.

Perham, M., and Curtis, L. *The Protectorates of South Africa.* 1935. (The question of their transfer to the Union.) Oxford University Press, London. Humphrey Milford.

Molema, S. M. ... ... *The Bantu Past and Present.* An ethnological and historical study of the Native Races of South Africa. W. Green & Sons, Ltd.

Rey, C. F ... ... *N'Gamiland and the Kalahari.* (Papers read at Royal Geographical Society, June, 1932, Vol. LXXX. No. 4. October, 1932, of Geographical Journal.)

Schapera, I. ... ... *The Bantu Speaking Tribes of South Africa.* 1937. George Rutledge & Sons, Ltd., London. Maskew Miller, Ltd., Cape Town.

Schapera, I. ... ... *A Handbook of Tswana Law and Custom.* 1938. Oxford University Press, London, New York, Toronto.

Schwarz, E. H. L. ... *The Kalahari or Thirstland Redemption.* Maskew Miller, Ltd., Cape Town.

Theal, G. M. ... ... *History of South Africa.* (Section dealing with Bechuanaland Protectorate.) George Allen & Unwin.

Willoughby, W. C. ... *Race Problems of the New Africa.* 1923.

Labone lwa Betswana, "The Bechuanaland Torch." An English and Tswana quarterly periodical.

Report on the Financial and Economic Position of the Bechuanaland Protectorate, 1933. (Cmd. 4368) H.M. Stationery Office.

(19361—48) Wt. 2078—4345 625 11/39 P. St. G. 377

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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

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Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

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A comprehensive Survey, including Memoranda on the Economic Situation of the individual Dependencies and on the Products of the Colonial Empire

Survey for 1936 [Colonial No. 149] £1 7s. 6d. (£1 8s. 2d.)

COLONIAL DEVELOPMENT

Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

LOCAL LEGISLATURES IN THE COLONIAL EMPIRE

Return showing the composition, etc. [H. of C. 169, 1937/38] 6d. (7d.

EDUCATION OF AFRICAN COMMUNITIES

Memorandum by the Advisory Committee on Education in the Colonies [Colonial No. 103] 6d. (7d.)

HIGHER EDUCATION IN EAST AFRICA

Report of the Commission appointed by the Secretary of State for the Colonies [Colonial No. 142] 2s. 6d. (2s. 8d.)

THE INTRODUCTION OF PLANTS INTO THE COLONIAL DEPENDENCIES OF THE BRITISH EMPIRE

A Summary of Legislation as at the end of December, 1936 [Colonial No. 141] 1s. (1s. 1d.)

VOCATIONAL AGRICULTURAL EDUCATION IN THE COLONIAL EMPIRE

A Survey [Colonial No. 124] 6d. (7d.)

EAST AFRICAN AGRICULTURAL RESEARCH STATION, AMANI

Eleventh Annual Report [Colonial No. 167] 1s. (1s. 1d.)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF FIJI FOR 1938

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PRONUNCIATION OF FIJIAN WORDS

Note.—When used in the spelling of Fijian names and place names the following letters symbolize the sounds shown:—

c = th (soft) as in "*th*is"
b = mb as in "nu*mb*er"
d = nd as in "u*nd*er"
g = ng as in "si*ng*er"
q = ngg as in "fi*ngg*er"

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Colony of Fiji, which is situated in the Southern Pacific Ocean, is composed of a group of some 250 islands, which lie between latitude 15° and 22° south and between longitude 177° west and 175° east. About 80 of these islands are inhabited. The largest island is Viti Levu, which covers 4,053 square miles, the next in size being Vanua Levu (2,128 square miles), Taveuni (166 square miles), and Kadavu (165 square miles). The islands of Rotuma lie between 12° and 15° south and 175° and 180° east. The total area of the Colony is 7,083 square miles, or nearly the size of Wales. Suva, the capital, which is situated on the south-east side of Viti Levu, is distant 1,743 miles from Sydney, New South Wales, and 1,140 miles from Auckland, New Zealand.

The islands of Fiji owe their origin mainly to volcanic upheaval upon an old continental shelf. Fossiliferous sediments, mudstones (locally called "soapstone") and limestone are extensively found in Viti Levu. The windward islands are mostly excellent examples of coral atolls. There are, however, no active volcanoes in the Colony, although several of the high mountains, as for instance, Nabukelevu, on Kadavu, and the summit of the island of Taveuni, were formidable craters in past times. Hot springs are found in various localities throughout the islands.

The highest altitude reached in Fiji is that of Mount Victoria (4,550 feet), which is situated at the north-eastern extremity of the main mountain system of Viti Levu, the next highest on this island being Mount Pickering (3,550 feet), Muanivatu (4,000 feet), Mount Evans (4,020 feet), and Korobasabasaga (3,960 feet). The highest peak on Vanua Levu rises to 3,437 feet, and on Taveuni to 4,040 feet.

Most of the islands of the Colony are practically surrounded by coral reefs. Between these reefs and the shore lies an extensive, intricate, system of protected waterways, navigable by smaller trading vessels, with a number of excellent deepwater anchorages.

Climate.

The climate of Fiji is oceanic. The south-east trade-wind blows from May to November and during the remaining months the direction of the wind is variable. Between December and April when hot northerly winds blow from the Equator the temperature may occasionally rise as high as 96° F. and the humidity may reach saturation point. The total average annual

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rainfall in the well defined " wet " and " dry " zones varies from 60 to 140 in. and the temperature varies from a minimum of 60° F. to a maximum of 96° F.

The highest temperature in the shade at Suva in 1938 was 92° F. on the 1st March, and the lowest 62° F. on the 21st July. In 1938, in the " wet " zone, the mean minimum shade temperature was 72·9° F. and the mean maximum 83·5° F., with a mean humidity of 83·8 per cent. In the " dry " zone the corresponding temperature figures were 69·7° F. and 85·3° F. and the mean humidity considerably less. The capital, Suva, is situated in the " wet " zone. The total rainfall at Suva was 158·85 in. and in Lautoka 90·25 in. The average annual rainfall for Suva is 120·18 in. The rainfall extends over the whole year, but May to October is usually the driest period. Between November and April, the wet season, cyclonic storms occasionally occur.

History.

Abel Jansen Tasman, a Dutch navigator, is generally credited with the discovery of the Fiji Islands in the year 1643, and is certainly the first to leave an authentic record of his discovery. During the course of a voyage of discovery from Batavia, he entered the north-east part of the Fiji Archipelago, crossed the reef-strewn waters of the northern end of Taveuni to Udu Point, and thence sailed out of the Group to the north-west. There are reasons, however, for believing that one or more of the old Spanish navigators were here before him. Tasman's experiences among the reefs in the north of the Archipelago were so unhappy that, after the publication of his journal, navigators appear to have avoided the Group for over 130 years. Captain Cook made a survey of Vatoa, one of the most southerly islands in the Group, and the neighbouring waters in 1774; and Bligh, in 1789, sailed through the Group from south-east to north-west. In the same year he made a second voyage through the Group in a different direction and is credited with the discovery of 39 islands, including the principal island of Viti Levu.

Captain Wilson also made important discoveries at a later time, and D'Urville made a fairly comprehensive, though somewhat inaccurate, chart of the islands and a few of the harbours of the Archipelago in his two voyages in 1827 and 1838. Commander Wilkes, who was in charge of the United States Exploring Expedition which visited the Group in 1840, completed a more reliable chart of its islands, reefs, and harbours, and published the results of his investigations a few years later. Uncharted shoals are still found, and, where possible, surveyed by one of His Majesty's ships stationed in the Pacific.

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The early voyages and discoveries in the Fiji Archipelago are exhaustively dealt with by Professor G. C. Henderson in his recent work " Discoverers of the Fiji Islands." (*See* Appendix.)

Towards the close of the eighteenth century and the beginning of the nineteenth, Fiji began to be visited by vessels from the East Indies, which came in search of sandalwood and bêche-de-mer for the Chinese market.

The inhabitants at that time and indeed for many years afterwards, were ferocious savages, and in dealing with them traders had to exercise great caution. Several of the crews of these vessels, however, took up their residence on shore, and they may be regarded as having been the first white immigrants.

About the year 1808 there was wrecked on the reef off the island of Nairai the American brig *Eliza,* with 40,000 dollars, from the River Plate. The greater part of the crew escaped, but two of them took passage in native canoes which happened at the time to be in the vicinity of the wreck. One landed at Bau and the other at Verata. The former, a Swede named Charles Savage, acquired great ascendancy in Bau, where he taught the natives the use of firearms, thus affording them a considerable advantage in inter-tribal warfare. Other foreigners, for a similar reason, soon acquired a welcome in the several states which were then struggling for supremacy. An Irishman named Connor attained in Rewa a similar position to that of Savage in Bau. Savage died in March, 1814, near the island of Vanua Levu, where he carried on a war with the natives for the purpose of procuring a cargo of sandalwood for an English trading vessel, the *Hunter,* of Calcutta. Together with some of his crew he was killed and eaten, his bones being converted into needles and distributed amongst the people as a memento of victory.

The first missionaries to arrive in Fiji were Native Methodists from Tonga in October, 1835. They began their labours, at a time when the political state of Fiji was unknown, at Lakeba in the Lau (or Eastern) Group, which was a vassal chiefdom. By their attention to these lesser people they provoked the jealousy of the chiefs of the neighbouring mainland area of Cakaudrove. Similarly, when missionaries established themselves at Viwa, which lies close to Bau, and at Rewa, they experienced the same opposition. The whole influence of the Bauans, who by their prowess in war were then paramount, was exercised against the work of the mission, and it has been suggested that many atrocities were committed at Bau to prove to the missionaries operating from Viwa how little Bau was influenced by the religious change proceeding in other parts of the Group. Finally, in 1854, Cakobau adopted Christianity, and heathenism was conquered. Cannibalism had for a long time played an im-

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portant part in the ceremonials of the Fijian people; it was interwoven in the elements of society, and was defeated only after long and hazardous missionary effort.

In 1858 the United States corvette *Vandalia* arrived in Levuka, and the Commander, Captain Sinclair, acting on behalf of his fellow-countrymen already settled in the Colony, preferred claims against Cakobau, as King of Fiji, amounting to 45,000 dollars. Cakobau induced Captain Sinclair to allow him 12 months in which to meet the demand. Interviews in respect of these claims between Cakobau and the British Consul led to an offer of the cession of the islands to Great Britain, on the condition that the American claims were paid by the British Government, for which payment, as a direct equivalent, certain land, " if required," was to be granted in fee simple, besides the general sovereignty of the whole Group. Subsequently, on the 14th December, 1859, the Chiefs of Fiji " acknowledged, ratified and renewed the offer of the cession of Fiji to Great Britain which had been made on the 12th October, 1858." The offer was declined by Her Britannic Majesty's Government in 1862.

About this time, the shortage in the world supplies of cotton caused by the American Civil War led to an influx of Europeans into Fiji, and in June, 1871, the settlers endeavoured to establish a form of government with the principal Bauan Chief, Cakobau, as King of Fiji. A Constitution was agreed upon and a Parliament was elected, but it was not long before the Parliament and the Government drifted into mutual hostility, and subsequently the Ministry governed without the aid of a Parliament.

In both Australia and England the annexation of Fiji had been urged since 1869, and in August, 1873, the Earl of Kimberley commissioned Commodore Goodenough, commanding the squadron on the Australian Station, and Mr. E. L. Layard, then Her Majesty's Consul at Fiji, to investigate and report on the matter. The Commissioners, on the 21st March, 1874, reported the offer of the sovereignty of the islands made by the Chiefs, with the assent of the Europeans, but on terms which were not acceptable, and Sir Hercules Robinson, then Governor of New South Wales, was despatched to Fiji in September, 1874, to negotiate.

The mission was successful, and the sovereignty of the islands was ceded to the Crown by Cakobau, the Chief of Bau, Maafu, a Tongan Chief who had become the Chief of the Lau Group, and the other principal Chiefs, in a Deed of Cession dated 10th October, 1874. A Charter was shortly afterwards issued by Her Majesty Queen Victoria creating the islands a separate Colony and providing for their government as a Crown Colony.

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II.—GOVERNMENT.

Constitution of the Government.

The Constitution is regulated by Letters Patent dated 2nd April, 1937, and the Royal Instructions dated the 9th February, 1929, as amended by certain Additional Instructions dated the 2nd April, 1937.

The Governor is advised by an Executive Council consisting of the Colonial Secretary, the Attorney-General, and the Financial Secretary and Treasurer as *ex officio* members, two other official and two nominated unofficial members.

The Legislative Council consists of the Governor as President, three *ex officio* members, thirteen official members, five European members, of whom three are elected and two nominated, five native nominated members, and five Indian members, of whom three are elected and two nominated. The *ex officio* members are the persons for the time being discharging the functions of the offices of Colonial Secretary, Attorney-General and Treasurer of the Colony. The official members are persons holding offices of emolument under the Crown in the Colony. There is thus an official majority of one.

The European elected members are elected by male persons of 21 years of age and upwards, who are of European descent, are British subjects, can read, write and speak the English language, and who are possessed of a small property or income qualification. No person drawing a salary from Colonial funds is eligible to be an elector.

The native members are selected by the Governor from a list submitted by the Great Council of native Chiefs.

The qualifications required of an Indian elector are that he must be a male British subject, of Indian descent, of 21 years of age and upwards and able to read and write a simple sentence and sign his name either in English or in one of the six main Indian languages spoken in the Colony; there is also a small property or income qualification. No person drawing a salary from Colonial funds is eligible to be an elector.

The European and Indian nominated members are appointed by the Governor, and must be persons not holding any office of emolument under the Crown in the Colony.

The English Common Law and the Statutes of general application which were in force in England in the year 1875, when the Colony obtained a local legislature, are extended to the Colony as far as local circumstances render such extension suitable, and are subject to modification by Colonial Ordinances. Certain other later Acts of the Imperial Parliament have been applied to the Colony by local Ordinances.

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Local Government.

The administration of the towns of Suva and Levuka was transferred by Ordinance No. 15 of 1935, from elected Councils to Nominated Boards.

Levuka was proclaimed a Township under the Townships Ordinance of 1928 with effect from 1st July, 1935.

The Towns Ordinance was passed in December, 1935, and provides for the appointment of a Suva Town Board, to consist of seven official members, two European unofficial members, two Fijian unofficial members, and two Indian unofficial members, all of whom are nominated by the Governor.

The Town Board is responsible for the administration of the town of Suva, having jurisdiction over sanitation and public health, markets, slaughter houses, and building construction. The Board levies rates and also collects licence fees from businesses carried on within the town. The electricity supply of Suva is under the management of the Town Board.

The Townships Ordinance of 1928 gives the Government power to declare any area, not being a town constituted under the Towns Ordinance of 1935, to be a township. The Ordinance is administered by a Township Board whose chief duty is to exercise control over the sanitary conditions of the township. There are three proclaimed townships in the Colony, Levuka, on the island of Ovalau, Nausori in the district of Rewa and Namoli in the district of Lautoka.

The Central Board of Health, which is composed of official and unofficial members appointed by the Governor, administers the Public Health Ordinance of 1935, and is empowered to make regulations in regard to the carrying out of the Ordinance. The Colony is divided into urban and rural sanitary districts, in which local authorities, subject to the control of the Central Board of Health, administer the Public Health Ordinance in their respective districts.

In country districts there are Road Boards, under the chairmanship of District Commissioners, who are responsible for the maintenance of public roads. General control over the work and the expenditure of Road Boards is exercised by the Central Road Board, which consists of official and unofficial members appointed by the Governor.

The system of native local administration is referred to later under Chapter XVII, Native Affairs.

Languages.

English is the ordinary official language of the Colony. From the many Fijian dialects that of Bau has been adopted for use throughout the Colony. Bauan is understood by all and can be spoken by most Fijians. In Rotuma, a dependency of Fiji, with a population of approximately 2,900, an entirely

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different language is spoken which contains words found in the languages of all the adjacent island groups, including Japanese. Among the Indians, who number 92,309, Hindustani is generally used, although Tamil, Telegu, Malayalam and Canarese languages are also spoken. The Chinese population of approximately 1,979 speak Cantonese.

III.—POPULATION.

The population of Fiji on the 31st December, 1938, was estimated to be as follows:—

Europeans, 4,188; persons of European and native descent, 4,879; Fijians, 101,285; Polynesians, Melanesians and Micronesians, 1,637; Indians, 92,309; Rotumans, 2,967; Chinese, 1,979; others, 1,274; making a total population of 210,518. Of this total, Fijians comprised 48·11 per cent., Indians 43·84 per cent., and Europeans 1·98 per cent.

The density of population was estimated at 28·32 persons to the square mile.

The Rotuman population was estimated at 0·40 to the square mile, but as the Rotumans are centred almost wholly in the island of Rotuma, which has an area of 14 square miles only, the actual population was 210·92 to the square mile.

There were 7,979 births registered during the year, which was an increase of 695 on the previous year. The following table shows the rate per thousand of the population for the years 1934 to 1938:—

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
Europeans ...	8·82	12·56	15·39	16·75	13·37
P.E.N.D. ...	24·21	42·12	34·44	31·54	32·38
Fijians ...	37·52	36·53	37·80	34·46	37·63
Rotumans ...	36·83	51·54	38·33	44·25	43·48
Indians ...	37·19	37·37	40·15	37·58	39·52

There were 3,388 deaths registered during the year, which was 163 more than in 1937. The following table shows the death-rate per thousand of the population for the years 1934 to 1938:—

	1934.	*1935.*	*1936.*	*1937.*	*1938*
Europeans ...	6·93	6·89	7·93	8·49	9·07
P.E.N.D. ...	9·15	8·53	11·19	8·41	7·17
Fijians ...	19·78	21·79	28·03	21·37	20·94
Rotumans ...	46·04	26·94	23·56	19·90	25·95
Indians ...	10·15	8·10	12·32	10·09	11·20

The infant mortality rates were:—

Europeans, 89·28; persons of European and native descent, 56·96; Fijians, 107·05; Indians, 76·75; Rotumans, 139·45; whole Colony, 92·28.

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The following table shows the number of marriages registered during the years 1934 to 1938:—

	1934.	1935.	1936.	1937.	1938.
Europeans	32	32	31	46	32
P.E.N.D.	33	37	32	44	41
Fijians	778	838	817	816	808
Rotumans	16	28	29	22	19
Indians	1,038	921	903	875	888

The marriage rates per thousand of the population were:—

Europeans, 7·64; persons of European and native descent, 8·40; Fijians, 7·97; Indians, 9·61; Rotumans, 6·40; total, 8·69.

Immigration and Emigration.

Immigration is controlled by the Immigrants Ordinance, 1909, and strict supervision is exercised to prevent the immigration of destitutes and undesirables.

The immigration of Indians is controlled by the issue of permits to intending immigrants after each case has been considered by Government.

The following statistics show emigration and immigration during 1938:—

EMIGRATION.

Nationality.	*Departures.*	*Population.*	*Percentage.*
Europeans	2,575	4,188	61·48
Indians	491	92,309	·531
Chinese	44	1,979	2·22
Pacific Islanders ...	185	110,768	·167
Others	42	1,274*	3·29

IMMIGRATION.

Nationality.	*Arrivals.*	*Population.*	*Percentage.*
Europeans	2,519	4,188	60·18
Indians	859	92,309	·935
Chinese	188	1,979	9·49
Pacific Islanders ...	195	110,768	·176
Others	37	1,274*	2·90

* Population of "Others" as in Blue Book 1938. Passengers in transit numbered 22,991.

IV.—HEALTH.

Medical Service.

The Fiji Medical Service consists of a Director of Medical Services, and 16 other medical appointments which include the Government Pathologist in charge of the laboratories, and the Principal of the Central Medical School.

Public Health.

The direct executive authority over public health matters is the Central Board of Health, a body upon which there are

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unofficial representatives. Local Authorities are responsible for the public health in all urban and many rural areas. The Director of Medical Services is *ex officio* Chairman of the Central Board of Health, and District Commissioners are Chairmen of the Local Authorities in their respective areas except in the case of townships, when the Government Medical Officer is Chairman. There is one full-time Medical Officer of Health stationed in Suva. Government Medical Officers in country districts are *ex officio* Medical Officers of Health in their respective areas, and there is a staff of qualified Sanitary Inspectors, Sanitary Overseers, who are not holders of diplomas, and Sanitary Assistants.

The public health of the non-native community is administered under the Public Health Ordinance, the Quarantine Ordinance and the Pure Food Ordinance: among the communally living native Fijians it is administered under the Native Regulations, and by a special staff which includes European Welfare Nurses, Native Medical Practitioners, and Native Nurses. Co-ordination is effected through the Government Medical Officers, who are the responsible authorities.

The year 1939 saw many changes in Suva, the most important being the handing over to the Government Medical Officer of Health the full control of the town's sanitary staff; the extension of the Town Board's scavenging service to include suburban areas; the reorganisation of the town rubbish dump; the examination of the sewerage system with a view to its improvement and extension; and the beginning of a serious effort to control flies and mosquitoes. The new offices of the Medical Officer of Health are centrally situated and are modern in construction and equipment.

The sanitary measures in force in the capital are in force also in the country districts, where, however, with the exception of septic tanks in the larger type of houses, there is no water borne sewerage, and the disposal of night soil is by latrines of the bore hole or pit type fitted with cement tops. The installation of latrines throughout the country districts has been carried on under a soil sanitation campaign in which the Rockefeller Foundation has co-operated with Government.

Research.

The Pathological Laboratory is under the supervision of a trained Pathologist assisted by a Technician, a Native Medical Practitioner and other assistants. During the year 5,783 examinations were carried out in the laboratory, where most vaccines used in the Colony are now manufactured, and where veterinary work as well as medical pathology and bacteriology is undertaken.

The laboratory is extremely well fitted for research as well as for routine work, and during 1939 it is intended to utilise its facilities for the investigation of the Colony's nutrition problem.

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Medical Education.

The Central Medical School had its origin in a training school for Fijian medical practitioners which was first opened in 1888, and by arrangement between the Fiji Government and the International Health Division of the Rockefeller Foundation was made available in 1928 to native students from other island groups in the Pacific. The Foundation generously gave £8,000 towards the cost of erecting and equipping the school when it was enlarged to become the Central Medical School. Its teaching staff consists of a full time Principal and 14 honorary lecturers and demonstrators. The students who are all required to board at the school hostel, consist of—17 Fijians, two Indians, six Samoans, four Tongans, five Gilbert and Ellice Islanders, three Cook Islanders and one each from the New Hebrides and Nauru Island, making a total of 42 on the 31st December, 1938.

The school is under the control of an Advisory Board of which the Director of Medical Services is Chairman and the Principal is Secretary. The course of training now occupies a period of four years and is divided into three sections; the first section of six months is taken up with instruction in chemistry, physics and biology; the second section of one year for anatomy and physiology; and the third section of two and a half years for medicine, surgery, midwifery, etc. The students are known as junior students in the first two sections, and as senior students in the third and final section.

On qualifying, graduates receive the school diploma which entitles them to practise medicine and surgery as Native Medical Practitioners, either as members of the Government Service, or under the special authority of Government. The total number of graduates of the Central Medical School to date is 102, including 63 native Fijians and seven Indians. The balance is made up of graduates from the other island groups which include Samoa, Tonga, Cook Islands, Gilbert and Ellice Islands, New Hebrides and the British Solomon Islands.

The Native Medical Practitioner service, for which the Central Medical School prepares its graduates, is essentially a subordinate medical service, and after they have graduated its members return, as far as possible, to their original position in the social order of the people to whom they belong. During the 60 years of its existence in Fiji the Native Medical Practitioner Service has played a most important part in inculcating in the Fijians an appreciation of Western medicine and public health.

Child Welfare.

There is a Child Welfare organisation which concentrates upon the Fijians owing to the high infant mortality rate of that race, and in which specially trained European and native welfare

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workers are engaged. The aim of the work is to delegate as much responsibility as possible to the people themselves, and in each village there are one or more voluntary women workers, who inspect the children and advise the mothers. As a result of Child Welfare work the standard of domestic hygiene has improved, skin diseases among the children have been reduced, and the prestige of the Fijian woman has been raised. All possible means are used to impress upon the Fijians the fact that the preservation of their race lies in their own hands.

Infectious Diseases.

Dysentery.—During the year 1,621 cases of dysentery were reported. The cases were generally of the Flexner variety.

Typhoid.—214 cases of typhoid were reported for the Colony, as compared with 216 during 1937.

Leprosy.—The leper hospital and settlement on the island of Makogai attains a high standard of treatment and care of the patients. It has a staff consisting of a Medical Superintendent and 15 European and ten Fijian Roman Catholic Sisters. The segregation of lepers in Fiji is compulsory, and by a co-operative arrangement Makogai is also used for the segregation of lepers from New Zealand, Samoa, Tonga, the Cook Islands, and the Gilbert and Ellice Islands.

Female patients are housed in the main hospital centre, which also provides accommodation for advanced cases among male patients. Cases which are less heavily affected live in villages, there generally being one village for each race or class. The inhabitants of these villages are encouraged to plant food crops which they use for their own consumption, or sell to the authorities for consumption by the patients within the hospital. A reasonable income is thus secured to the patients, which can be augmented by their individual capacities as artisans or labourers.

The island is strictly divided into an infected area through which the patients are allowed to roam at will, and an uninfected area which is strictly reserved for members of the staff. In the uninfected area there is a farm of which the products are used by the patients, including soap which is manufactured from copra. Every possible effort is made to increase the contentment of the patients and reduce the expenditure on maintenance. During 1938 a new electric plant was installed throughout the island, and, in addition to the improvement which it has effected in the lighting of all parts of the settlement, it is used as the power for the manufacture of ice and to drive pumps installed in a number of recently constructed wells.

The two impressions which a visitor to Makogai would carry away with him are the great natural beauty of the surroundings and the contented looks of the patients.

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Under the system which is in force at the leper colony, patients who have been entirely free of active organisms for a period of two years, and who are no longer infectious, are discharged and permitted to return to their homes on the condition that they report themselves at intervals of three months to the nearest Government Medical Officer. If there should be a return of the disease they are immediately sent back. The system is working extremely well and many ex-Makogai patients are now employed as useful members of the community.

V.—HOUSING.

In the urban district of Suva the Town Board is the Local Authority, the Medical Officer of Health being a member of the Board and Chairman of its Health Committee.

The sanitary duties are carried out under the supervision of the Board's Chief Sanitary Inspector, the control of infectious diseases being the responsibility of the Medical Officer of Health as executive officer of the Central Board of Health.

Town-planning and Building Regulations.—The business part of the town of Suva is changing from a collection of temporary premises erected without much attention to future requirements. Permanent buildings in concrete are springing up on the more important sites. The laying down of improved and wider roads has done much to improve the appearance of parts of the business area.

Adequate Building Regulations and the Subdivision of Land Regulations now enable strict control over all new buildings in Suva.

The standard of buildings being erected in the Suva rural district has greatly improved since the new Public Health Regulations came into force.

The Indian Settlement at Samabula is growing rapidly.

The European settlements at Suva Point and Lami are slowly extending.

VI.—NATURAL RESOURCES.

The products of the Colony include sugar, copra, molasses, bananas, butter, ghee, cotton, fresh vegetables, canned pineapples, fresh pineapples, citrus and other fresh fruits, Mauritius beans, bêche-de-mer, coconuts, coconut oil, gum, soap, hides, turtle shell, trochus shell, cattle and goats, rice, maize, kava, tobacco and gold bullion.

Sugar.

The production of sugar, the principal industry of the Colony, is conducted by the Colonial Sugar Refining Company, Limited, which operates five mills, purchases all the cane produced and

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disposes of the sugar and by-products. The production of sugar-cane is mainly in the hands of East Indians who farm small holdings under leases from, and under the supervision of, the Company. The 1938 crop was less than in 1937, due to a severe drought and, in certain districts, to a gale at the end of February.

The Colonial Sugar Refining Company, Limited, has continued its investigation and development of improved agricultural and manufacturing methods throughout the year. Amongst these investigations should be mentioned the breeding and selection of improved varieties of disease-resistant cane and their suitability for the different soil and climatic conditions of the various districts and a campaign for the control of " Fiji disease " of cane.

With the exception of the small quantity of sugar consumed locally, the crop is exported. The principal countries of consignment are the United Kingdom and Canada. Since there is no refinery in the Colony, requirements of refined sugar are imported from New Zealand.

For the crop year ending on the 30th June, 1938, the area crop was 47,319 acres, while 134,415 tons of sugar, valued at £1,338,183, were exported. A portion of the molasses is used locally for stock feed and the balance, approximately 19,000 tons, is exported to Australia and New Zealand.

The Company has established a practical training farm for Fijian youths where they are taught the rudiments of general agriculture, with special reference to sugar-cane production.

Copra.

Two-thirds of the production of copra is in the hands of Fijians who utilise their lands, large areas of which are self-sown. Generally speaking the methods of drying are primitive, with the result that poor quality copra is produced. In an endeavour to improve the grade, the erection of a small cheap type of hot air drier has been encouraged, and considerable progress in this direction has been made during the past two years.

The larger European-owned estates have suffered from the fall in value of copra and from a scarcity of labour.

The Fijians dispose of the bulk of their production in small quantities to country stores near to their villages and in some cases whole coconuts and " green " copra are bartered for goods. European planters sell their copra to the principal merchants in the Group, although a few dispose of their crops abroad through a co-operative organisation. These merchants also control the storage and freight space. The markets are the United Kingdom, Europe, North America and Australia. Exports for 1938 amounted to 33,475 tons valued by the

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Customs Department at £270,915, although the average local price paid to producers was only £6 2s., the difference covering local freight, bags and other charges between production and export.

Bananas.

New Zealand is the principal market, but exports to the Dominion are restricted by a quota. The Australian market took large supplies until 1921 when the tariff charge on bananas was increased to 8s. 4d. per cental. This rendered profitable trading impossible, and it was not until the Ottawa Agreement came into operation that exports to Australia were again possible. Under the terms of that agreement, entry is permitted to 40,000 centals of bananas per annum at a tariff charge of 2s. 6d. per cental. Despite the superiority of the fruit, experience has shown that prices in the Commonwealth do not render trading profitable, except during the winter months when Australian fruit is short. Unfortunately, there is a shortage in local production at that time, and normally the whole of the fruit is required for the more profitable market in New Zealand.

Exports were as follows in 1938:—

New Zealand...	...	149,367 cases averaging 95 lb.
Canada ...	...	17,656 cases averaging 60 lb.

Fijians produce some 95 per cent. of the export. The fruit is purchased by European buyers at selected packing stations at prices fixed from time to time by a Board representing Government and the exporters. The prices are fixed on f.o.b. Suva terms, by agreement with the Government of New Zealand. The buyers pay for the fruit in cash at the time of delivery and provide cases and transport to Suva and meet all charges.

Citrus.

New Zealand is the only external market. Practically the whole of the crop is from self-sown trees near Fijian villages, consequently there are wide variations in quality. Mandarins, which form the bulk of the exports, are of excellent quality.

The export of citrus is handled by an association of shippers in conjunction with the Department of Agriculture, which grades and packs the fruit. The shippers purchase from the growers at prices approved by Government and arrange transport to the packing shed at Suva.

Exports during 1938 amounted to 6,972 cases made up of 5,109 cases of mandarins, 1,779 cases of oranges, 73 cases of grapefruit and 11 cases of limes—valued at £3,945.

Rice.

Accurate information as to the quantity produced is not available, but it is estimated that 10,000 tons are produced in normal

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seasons. East Indians produce the bulk from small holdings. Fijians, as a result of employment on coconut plantations and at the gold mines where a rice ration is issued, are becoming larger consumers of rice, and many now cultivate small areas. The crop is hulled in small mills near the growing areas. A limited quantity is hand-milled by the growers for home consumption.

There is room for a considerable expansion of the crop by small holders, as ample lands are available. Imports of rice for the year 1938 amounted to 1,954 tons valued at £21,456.

The industry enjoys a tariff protection of £2 per ton, but high costs of production, marketing and alternative more profitable cultivations have retarded development.

Tobacco.

An amount of tobacco is grown in small areas, principally by Indians, but there is, as yet, little commercial production. Experiments by the Agricultural Department show that with proper cultural, harvesting and curing methods, a good cigar-filler type can be grown. Cigars and cheroots made at an experimental station have found a ready sale. The Agricultural Department continued the purchase of leaf for manufacture of " stick " tobacco for sale to labourers, but the factory was recently destroyed by fire.

Pineapples.

Strong Australian competition in the New Zealand market made the export of fresh pineapples negligible, and only 844 cases were exported in 1938. Most of the fruit was produced by Indians who sell to local buyers at an average price of 3s. per case. A small European-owned cannery at Ovalau, which has been improved with modern machinery, exported pineapple juice and " crush ". The demand was in excess of the supply, and efforts to stimulate Fijian production were made. The export of canned pineapple products was 134,957 lb.

The Colonial Sugar Refining Company, Limited, continued planting on the west coast of Viti Levu and established a cannery which began operation at the end of the year, when it was anticipated that some thousands of cases would be packed. The Company has experimented in the best methods of cultivation and planting, paper mulch, spacing, and the control of pests and diseases.

Cotton.

Vigorous efforts were made to stimulate the growing of cotton, but the results were not satisfactory, many acres being destroyed by floods and storms. The varieties grown are Sea Island and a locally-bred back-cross. The cultivation is principally in the hands of Indians. The average return was £4 19s. 8d. per acre.

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The crops are purchased by Government which operates two small ginneries in the dry zone of Viti Levu. The total production of the Sea Island variety was 23,303 lbs. of seed cotton from 116 acres; the back-cross crop amounted to 61,129 lbs. of seed cotton from 140 acres.

Breeding and selection work and spacing trials were continued by Government, special attention being given to the maintenance of the purity and grade of the Sea Island and to the improvement and stabilization of the lint of the back-cross, and to its increase in yield.

Subsidiary Crops for Export.

New Zealand is the only market for subsidiary crops, with the exception of whole coconuts, Mauritius bean, and tomatoes which find markets elsewhere. The Dominion demand is small and it is unlikely that the export trade in the products referred to below will expand, unless additional markets can be found.

Kumalas (Sweet Potatoes).—Kumalas for export are grown principally by Chinese market gardeners near Suva, but Fijians elsewhere are becoming interested in this crop. A general export of 12,867 sacks was sold in New Zealand in 1938.

Pawpaws, granadillas and taro.—These are comparatively new items of minor exports. Pawpaws and granadillas of the finest quality are produced in the Colony and the local consumption, especially of the former, is of considerable proportions.

A profitable export is difficult as the demand is as yet small, and heavy losses in pawpaws occur during transport. Granadillas suffer from fruit flies and isolation in fly-proof chambers after cutting is impracticable owing to the rapid deterioration of the fruit. All granadillas for export are required to be bagged on the vines for at least two weeks prior to export. Taro is one of the staple foods of the Fijians. Small shipments were made to New Zealand during 1938 and while remunerative prices were received for small consignments, experience showed that values receded considerably in an over-supplied market. A stronger demand is expected when the vegetable is better known.

Cucumbers, Melons and Pumpkins.—These are produced in excellent quality and find profitable seasonal markets in New Zealand. Chinese market gardeners near Suva are the principal producers. Exports included 2,781 boxes of cucumbers and 6,474 of melons and pumpkins.

Tomatoes.—A comparatively large trade was formerly done with Australia in tomatoes, but declining prices in recent years have reduced the export, only 1,402 boxes being sold in 1938.

Coconuts.—Small exports to Australia, New Zealand and Canada are made periodically, but the margin of profit is too small to prove attractive.

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Mauritius Beans.—This legume is largely used as a cover crop in the sugar industry and, formerly, substantial exports of seed were made to Queensland for the same purpose. The use of other leguminous plants and a diversion of the trade from Fiji to New Guinea has curtailed export in recent years. Exports during the year amounted to 224 sacks.

Products consumed locally.

Maize.—Formerly the Colonial Sugar Refining Company, Limited, purchased large quantities of maize under contracts with Indian growers but, with the development of tenant farming in the sugar industry, the demand for maize diminished and growers find difficulty in selling their crops. There is still, however, a considerable demand for maize, but the lack of organization has restricted demands owing to the uncertainty of supplies and the wide fluctuation in price. An uncertain market for maize exists in New Zealand. Exports on a small scale are being made to stabilise prices in order to stimulate local consumption for cattle and poultry. The use of maize flour as a substitute for wheat sharps is receiving attention.

Potatoes.—Excellent potatoes are produced in a number of areas, especially on the Sigatoka River, but the annual expense of fresh seed from abroad limits production. The need for expansion is shown by the importation of 1,500 tons valued at about £7,500. The production is by Fijians, Indians and Chinese in small quantities.

Kava (*Piper Methysticum*).—The root of this plant mixed with water is used as a beverage throughout the South Seas and large quantities are produced for consumption within the Colony. During recent years Indians and Chinese have planted large areas, but attacks of a disease have caused severe losses in the areas near to Suva.

Indian foodstuffs.—Rice, beans, peas, lentils, maize, bringalls, gourd, chillies, coriander, tamarind, tumeric, ground nuts, mango, guava, potatoes, eschalots, as well as many other foodstuffs of lesser importance, are all grown in Fiji by the Indians. Large quantities are, however, imported, more particularly the spices for curry powder. It is hoped to encourage Indians to grow and to prepare more of these commodities themselves.

It is noticeable that the Indian tends to include more and more Fijian foodstuffs in his diet; and the Fijian is developing a taste for curry and rice.

European vegetables, e.g., cabbage, peas, beans, lettuce, tomatoes, leeks, carrots, parsnips, radish, pumpkins and marrow will, with care, grow well in all parts of the Colony. The production for sale is almost exclusively in the hands of Chinese.

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Marketing.

Approved cultivators of sugar-cane have a permanent market at a fixed price with the Colonial Sugar Refining Company. Copra has not such a stable value as sugar-cane, but, subject to quality, the producer finds a sale near his home. European merchants control branch stores throughout the Group at which the purchase of copra is regular, and there are a number of small Chinese traders throughout the copra districts who purchase or exchange for goods, dried copra, green copra or whole coconuts.

The cultivation of bananas is restricted to areas in which an organization, under Government supervision, arranges for their purchase at prescribed centres.

Cotton is purchased by Government at fixed prices at ginnery centres.

Hitherto, there has been no organization for the marketing of minor products and the production of many crops suitable for small holders has been neglected.

The merchant houses and small storekeepers are not interested to any extent in such products as native vegetables, maize, Mauritius beans, tobacco, kumalas and rice, consequently those Fijians and Indians who are remote from centres of European settlement experience considerable difficulty in disposing of such products, and a further result is that the local demand is reduced by high prices.

There are many minor products which can be produced in the Colony and for which a considerable local sale should be possible, provided prices are reasonable, and it is hoped that it will be possible to provide an organization which will bridge the gap between the producer and consumer.

Livestock.

Horses or oxen perform practically all the draught work of the cultivation of crops in the Colony. The majority of Indian cultivators keep sufficient milking cows to supply their needs in milk and ghee. Sufficient fat cattle and goats are raised to supply local consumption of beef and goat flesh. The pork market is supplied from local sources. Most of the mutton is imported.

On coconut plantations, cattle and goats assist in keeping weeds and undergrowth down, and form the principal meat supply for the labour. The estimated stock population of the Colony is 68,000 cattle, 19,000 goats and 14,000 horses.

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Dairying.

The dairy industry enjoyed a prosperous year in 1938, the factory production of butter reaching record figures. The following are the production figures of the two factories during the past five years:—

Year.	Butter manufactured. lb.	Sold locally. lb.	Exported. lb.	Converted into ghee. lb.
1934	560,649	268,383	146,384	145,882
1935	608,201	347,513	27,736	232,952
1936	553,280	362,791	—	190,489
1937	637,259	448,130	—	189,129
1938	614,941	398,150	37,640	179,151

In addition to factory production a considerable, but unascertained, quantity of butter and ghee is made and disposed of by private dairies and by small farmers.

The milk supply of Suva and of certain other towns is obtained from tuberculin-tested cows in registered dairies. One company in the Suva district supplies pasteurized milk in sterilized bottles.

Poultry.

Eggs and table birds are obtainable locally although importations of both are made. Prices are high for an agricultural colony, eggs ranging in price from 1s. 3d. to 2s. 6d. per dozen, fowls from 3s. 6d. to 6s. each, and ducks are dearer. Settings of Australorp eggs and of young birds are supplied at a reasonable figure to poultry breeders by the Agricultural Department.

Agricultural Instruction to Fijians and Indians.

This is controlled by an Agricultural Advisory Committee.

Primary Instruction.

This training is more or less confined to nature study and to work in school gardens. This course is pursued not only at the primary schools, but also at the more advanced Queen Victoria School and at the Teachers' Training College. The Methodist Mission Agricultural School at Navuso goes a step further in specializing in agriculture, and the Government Experimental Stations further still in the training of students. It is from the last-named institutions that recruits are selected for employment as native field instructors of the Agricultural Department.

Recently, the Colonial Sugar Refining Company, Limited, established a training centre for the instruction of Fijian youths in cane cultivation.

Adult Instruction.

As an organized scheme this has been practically confined to the Fijian section of the population, but advice has been freely

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given to Indians who seek assistance. The Indian is far ahead of the Fijian in agricultural practice. The majority of the Indians are engaged in the cultivation of sugar-cane and, since the adoption of the tenant farmer system, by the Colonial Sugar Refining Company, Limited, the individual is directly supervised by the trained officers of that Company. Efforts are in operation to settle Fijians on the land in small communal settlements in selected areas where they can be supervised and assisted with the marketing of their produce. Considerable progress has been made, but the difficulties are great owing to the roving disposition of the Fijian, his ease of livelihood, the smallness of the population and the local " kerekere " (borrowing) custom.

Forestry.

A small forest department was constituted during the year by the secondment, in April, of a Conservator of Forests from Malaya. Local conditions were examined, forest areas were explored and the training of the nucleus of a subordinate field staff was put in hand.

Largely owing to the inefficient methods of timber extraction practised by Fijian and Indian workers, the difficult nature of the country, and the low price at which competing timbers can be imported, the Colony continues to depend to a considerable extent on softwoods from Canada and hardwoods from Australia.

Only one sawmill is concerned with both the extraction and conversion of timber: this operates on Crown Land under an agreement carrying with it obligations for the regeneration of the forest and the payment of royalties. Three other mills are dependent for supplies on purchases of logs from casual Fijian and Indian cutters who, by reason of their lack of equipment, confine their operations largely to areas within easy reach of roads and navigable rivers. The amount of timber so cut is not recorded and is not subject to the payment of royalties.

Local timber production is estimated at four million superficial feet. Imported timber amounted to 7,473,446 superficial feet bringing the total local consumption up to approximately 11½ million superficial feet with a value of £150,000.

In the coastal districts firewood is obtained from the Crown mangrove forests. A system of licensing is in force under the control of a European officer in an attempt to avoid the possibility of a fuel shortage by insisting on more efficient methods of utilisation. A survey of the mangrove forests on which the town of Suva (the largest consumer) depends was nearing completion at the close of the year. The outturn of fuel was approximately 20,000 tons (stacked measurement).

Copal, a gum obtained from the Kauri tree (*agathis vitiensis*), and used in the preparation of varnishes, has been exported in

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increasingly large quantities in recent years. The methods employed by the collectors are crude and inimical to the health of the trees, but the areas over which gum is collected are so large that no measures of control could be introduced at this early stage in the department's history. Exports amounted to 6,506 cwts. with a value of £8,483.

Revenue for the year under review amounted to £1,866 3s. 1d. and expenditure to £2,149 6s. 11d.

Fisheries.

Although fish abound in the waters of the Colony, there is no organized fishing industry. The Fijians are large consumers of fish which are captured in fish fences, constructed of saplings and reeds, and in nets. They consume also large quantities of crabs and prawns. The markets of the large centres of settlement are served by Fijian and Japanese fishermen, but generally fish is difficult to obtain.

Both the green and the hawksbill turtle are found and there is a ready demand for turtle-shell both for local manufacture and for export, which in 1938 amounted to 1,095 lbs.

Trochus shell is found on the reefs of the Colony, but intensive fishing and the collection of immature shell has depleted the supplies. Exports of shell for the year amounted to 140 tons. The collection of trochus is almost entirely in the hands of Fijians.

Manufacturing.

The Colonial Sugar Refining Company, Limited, operates five mills in the Colony, the exports of raw sugar for the year amounting to 134,415 tons valued at £1,338,183.

There are two dairy factories manufacturing butter and ghee.

The Pacific Biscuit Factory, a subsidiary of an Australian firm, produces the whole of the requirements of biscuits, excepting certain fancy lines. A small trade has been developed with Tonga and Samoa, to which territories 165,924 lbs. were exported during the year. Information as to the quantities and values of biscuits disposed of locally is not available.

The extraction of coconut oil and the manufacture of washing soap is carried out by an establishment at Suva which meets practically the whole of the local demand. Sand soap is also produced.

Mining.

During the year, six new prospecting licences aggregating 775 acres were issued, one in the Tavua Mining Area, and five elsewhere in the Colony; 14 licences lapsed or were cancelled during the year; 22 prospector's rights were issued; and three new mining leases, aggregating 130 acres, one in each of the Tavua, Yanawai and Vuda Mining Areas, were also issued.

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On the Yanawai Mining Area, mining operations were continued on a slightly larger scale by Mount Kasi Mines, Limited, and 34,305 tons of ore were milled for a recovery of 8,304·35 fine ounces of gold and 396·41 fine ounces of silver. This represents an average recovery of 4·84 dwts. gold and of 0·23 dwts. silver per ton of ore treated. Additional residences, a new dispensary and hospital, native quarters and a communal hall were erected. The average number employed during the year was 315, as follows:—Europeans, 15; persons of mixed descent, 44; Fijians, 226; Indians, 25; and five other nationalities.

In the Tavua Mining Area, increased production was a feature of the year. The new treatment plant of the Emperor Gold Mining Company, Limited, began full-scale operations in January, and during the year 170,023 tons of ore were treated for a recovery of 50,890·41 fine ounces of gold and 5,321·12 fine ounces of silver. This represents a recovery of 5·99 dwts. of gold and 0·62 dwts. of silver per ton of ore treated.

Further residential and other buildings were erected. The interests of Koroere Gold N.L. with the Emperor Gold Mining Company, Limited, were merged during the year. The average number employed on this mine throughout 1938 was 727, comprising 68 Europeans, 77 persons of mixed descent, 555 Fijians, 25 Indians and two of other races.

The Loloma (Fiji) Gold Mines N.L. brought its treatment plant to full capacity early in the year, and production from this mine was 33,048·27 fine ounces of gold and 6,733·94 fine ounces of silver from the milling of 25,420 tons of ore; representing an average recovery of 26·00 dwts. of gold and 5·30 dwts. of silver per ton of ore treated. The number employed during the year averaged 437, comprising 38 Europeans, 33 persons of mixed descent, 355 Fijians and one Indian.

A private venture, operating on " Costello's Block," treated 531 tons of ore and recovered 66·59 fine ounces of gold and 4·1 ounces of silver by puddling and straking, the recovery per ton being 2·51 dwts. of gold and the tailings being stored for further treatment.

A lease of 50 acres was granted to another private venture over a portion of the original " Homeward Bound " area and preparations for the installation of a treatment plant were proceeding at the close of the year.

Fiji Mines Development, Limited, has continued steady development work at depth on its property on the Tavua Mining Area.

On the Vuda Mining Area, the Natalau Gold Prospecting Syndicate was granted a mining lease. A small pilot plant was

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installed and 280 tons of ore were treated for a recovery of 42·21 fine ounces of gold and 12·09 fine ounces of silver, representing a recovery per ton of 3·01 dwts. gold and 0·86 dwts. silver. The tailings were stacked for further treaement. One European and ten Indians were employed on this mine throughout the year. A larger plant is contemplated.

For the production of lime for metallurgical purposes, the Emperor and Loloma Companies have undertaken a joint lime-burning enterprise at Tau, where a large limestone deposit is located. Production is anticipated early in 1939.

The estimated average number of persons of all races engaged in prospecting and mining during the year was 1,675.

The following statement shows in tabulated form the production from the various centres in the Colony for 1939, and the position of the gold mining industry for previous years:—

COMPARATIVE GOLD PRODUCTION FIGURES.

Year	*Yanawai fine ozs.*	*Tavua fine ozs.*	*Vuda fine ozs.*	*Miscellaneous fine ozs.*	*Total fine ozs.*
1932 ...	311·1	—	—	—	311·1
1933 ...	1,844·2	—	—	—	1,844·2
1934 ...	796·7	134·7	—	—	931·4
1935 ...	1,786·9	4,940·8	—	—	6,727·7
1936 ...	4,024·2	12,930·9	—	—	16,955·1
1937 ...	7,496·5	17,420·5	—	—	24,917·0
1938 ...	8,304·3	84,005·3	42·2	9·8	92,361·6

Customs duty on all imported protective equipment used in mining was reduced at the May Session of the Legislative Council to 15 per cent. on articles of foreign manufacture, those of British manufacture are now admitted free.

Assay fees were reduced to 2s. 6d. per assay at the Government Chemical Laboratory; this reduction resulted in an increase in the number of samples received.

VII.—COMMERCE.

Fiji is primarily an agricultural Colony, but, although a large proportion of food necessary for the native population is grown locally, with continued development of the mining industry in recent years, and consequent temporary divergence of natives from villages to mines, there has been an increase in quantities of foodstuffs imported.

The price of copra fell during 1938, and importations of foodstuffs were affected.

In manufactured articles, apart from importations necessary for the sugar and mining industries, the principal imports are cotton and rayon piece goods. These decreased from £129,622

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in 1937 to £112,153 in 1938. Merchants became overstocked in 1937 and there are indications that these stocks have not yet been liquidated.

Sugar is the principal export and represents 52·78 per cent. of the export trade and 54·42 of domestic exports. The export in 1938 was 134,415 tons as compared with 129,693 in 1937. Production is controlled under the International Agreement regarding the Regulation of Production and Marketing of sugar.

Three gold mines came into full production early in 1938 and exports increased to £701,272 as compared with £166,115 in 1937. The value of gold exported is 28·52 per cent. of the total domestic exports.

The following summary shows the value of imports into Fiji during the years 1934 to 1938:—

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SUMMARY STATEMENT OF THE VALUE OF IMPORTS INTO FIJI BY CLASSES DURING THE YEARS 1934 TO 1938.

Year.	*Class I. Food, drink and tobacco.*	*Class II. Raw materials and articles mainly unmanufactured.*	*Class III. Articles wholly or mainly manufactured.*	*Class IV. Miscellaneous and unclassified.*	*Total merchandise.*	*Bullion and Specie.*	*Total imports (including Bullion and Specie).*
	£F.	£F.	£F.	£F.	£F.	£F.	£F.
1934	222,308	40,018	698,008	24,675	985,009	10,195	995,204
1935	284,500	46,393	887,154	25,888	1,243,935	13,352	1,257,287
1936	395,073	59,825	1,009,592	30,893	1,495,383	6,471	1,501,854
1937	406,990	74,135	1,231,072	36,874	1,749,071	11,673	1,760,744
1938	368,905	73,757	1,189,541	37,213	1,669,416	6,021	1,675,437

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The following table gives the values of imports, exports, and total trade for the past five years:—

Year.	*Imports.* £F.	*Domestic Exports.* £F.	*Re-Exports.* £F.	*Total Trade.* £F.
1934	995,204	1,341,678	114,777	2,451,659
1935	1,257,287	1,735,005	85,391	3,077,683
1936	1,501,854	2,023,496	111,931	3,637,281
1937	1,760,744	2,121,920	91,737	3,974,401
1938	1,675,437	2,458,797	76,232	4,210,466

The following table gives the percentage of the total imports from the British Empire and foreign countries for the past five years:—

Total Imports.	*1934.* *Per cent.*	*1935.* *Per cent.*	*1936.* *Per cent.*	*1937.* *Per cent.*	*1938.* *Per cent.*
British Empire	79·45	81·78	83·38	82·41	82·14
Foreign Countries	18·16	16·26	14·68	15·57	15·82
(Balance imported through Parcels Post.)					
Countries of Origin.					
United Kingdom...	36·45	39·45	35·07	34·24	33·12
Australia	26·24	24·45	28·03	29·22	29·99
Canada	4·55	4·52	4·45	5·97	6·09
India	6·39	6·90	6·13	5·21	6·32
New Zealand ...	3·45	3·62	3·97	3·23	3·07
Japan	2·99	3·15	3·34	3·58	2·54
United States ...	8·67	7·58	6·06	6·86	7·72

The following table gives the percentage of domestic products exported to the British Empire and Foreign countries during the past five years:—

Domestic Exports.	*1934.* *Per cent.*	*1935.* *Per cent.*	*1936.* *Per cent.*	*1937.* *Per cent.*	*1938.* *Per cent.*
British Empire ...	92·89	88·78	82·82	84·85	91·84
Foreign Countries	7·11	11·22	17·18	15·15	8·16
Countries of Destination.					
United Kingdom...	47·79	50·65	39·27	39·74	33·73
Canada	35·05	26·36	27·02	28·02	22·46
Australia	3·37	6·51	10·90	11·48	31·19
New Zealand ...	6·14	4·80	5·19	5·10	4·08
Europe	5·03*	5·28*	9·02*	5·09*	4·91*
United States	·80	2·34	4·39	6·88	3·07

* Consists principally of copra exported to optional European ports, ultimate destination unknown. Gold accounts for the increase in the percentage exported in Australia.

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The following table gives the quantity and value of principal imports for the past two years:—

	1937.		1938.	
	Quantity.	Value.	Quantity.	Value.
		£F.		£F.
Drapery	Value —	228,845	—	182,927
Flour and Sharps ...	Tons 9,337	101,035	10,018	75,926
Hardware	Value —	91,426	—	91,369
Iron and Steel... ...	Tons 3,023	49,505	2,177	38,238
Machinery	Value —	209,343	—	173,895
Motor Vehicles ...	No. 441	61,570	437	66,021
Oil	Gals. 3,694,538	95,095	4,482,593	103,762
Timber	S. ft. 6,741,898	48,117	7,473,446	50,738

Principal supplying Countries of above Commodities.

Country.	1937. Quantity.	1937. Value. £F.	1938. Quantity.	1938. Value. £F.
Drapery.				
United Kingdom	—	133,264	—	102,088
Hong Kong	—	15,309	—	10,270
India	—	12,628	—	21,034
Japan	—	52,374	—	32,973
Flour and Sharps.				
Australia ... ... tons	9,336	101,035	10,005	75,843
Hardware.				
United Kingdom	—	48,595	—	44,805
Australia	—	25,396	—	27,382
United States	—	6,865	—	7,230
Iron and Steel.				
United Kingdom ... tons	1,845	33,115	1,062	22,528
Australia ... ... tons	915	13,848	1,075	15,158
Machinery.				
United Kingdom	—	73,947	—	73,829
Australia	—	117,594	—	69,728
United States	—	14,401	—	27,419
Motor Vehicles.				
United Kingdom ... No.	150	19,462	203	29,862
Canada ... ... No.	233	32,412	162	24,806
United States ... No.	58	9,696	65	10,745
Oils.				
United Kingdom ... Gals.	62,407	7,408	63,530	6,898
Netherlands East Indies Gals.	1,995,147	33,353	2,148,703	39,822
United States ... Gals.	1,546,083	40,101	2,051,138	37,447
Timber.				
Australia ... ... S. ft.	983,015	13,943	884,366	13,427
Canada ... ... S. ft.	5,716,662	32,638	6,554,396	35,935

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The following table shows the quantity and value of principal domestic exports for the past two years:—

		1937.		1938.	
		Quantity.	*Value.* £F.	*Quantity.*	*Value.* £F.
Sugar	tons	129,693	1,388,681	134,415	1,338,183
Copra	tons	30,001	407,354	33,475	270,915
Gold	ozs.	21,407	166,115	89,354	701,272
Bananas ...	bunches	326,777	80,071	314,925	73,578
	Principal Countries Supplied.				
Sugar.					
United Kingdom	tons	71,456	786,617	75,296	779,280
Canada	tons	57,002	587,979	57,983	548,067
Copra.					
United Kingdom	tons	3,783	51,731	6,071	46,158
Australia ...	tons	4,175	53,454	4,913	38,183
Europe	tons	8,027*	104,003*	13,484*	116,298*
United States ...	tons	9,976	139,714	7,950	63,407
Gold.					
Australia ...	ozs.	21,407	166,115	89,354	701,272
Bananas.					
New Zealand	bunches	300,659	73,658	299,755	70,343

* Exported to optional European ports, ultimate destination unknown.

The following tables give details of import and export of coin and notes, the values given being face values. The importation of coin from the United Kingdom represents almost wholly Fiji coin minted in the United Kingdom which came into use in 1934; the exports consist principally of coin returned in consequence of the introduction of a Fiji coinage.

The notes imported are Fiji currency notes printed in the United Kingdom for circulation in Fiji; they are not accounted for in the returns and no export of notes during the past five years has been reported.

COIN.

Imports.				*Exports.*		
	Country of Origin.	*Value.* £F		*Exported to.*	*Value.* £F
		1934.			
Silver	United Kingdom	10,000	Silver	United Kingdom	31,680
	Australia ...	7		Australia ...	5,060
				Ships' Stores ...	700
		1935.			
Silver	United Kingdom	18,000	Silver	United Kingdom	16,360
				Australia ...	1,570
				New Zealand ...	1,291
				Tonga	500
		1936.			
Silver	United Kingdom	10,000	Silver	United Kingdon	46,645
Nickel	United Kingdom	1,000		Australia ...	1,294
				New Zealand ...	771
				Tonga	100

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1937.

Imports.				*Exports.*		
	Country of Origin.	*Value.*		*Exported to.*		*Value.*
		£F				£F
Silver	United Kingdom	11,598	Silver	United Kingdom		15,584
				Australia	...	747
				New Zealand	...	285
				Tonga ...	...	1,119
			Nickel	United States of America	...	9

1938.

Silver	United Kingdom	5,000	Silver	Australia	...	411
Nickel	United Kingdom	1,000		New Zealand ...	...	2,496
				United Kingdom	...	3,156

IMPORTATION OF NOTES.

From	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
	£F	£F	£F	£F	£F
United Kingdom...	514,965	60,000	85,000	30,000	415,000

Tourist Traffic.

Although there was no decrease in the numbers of tourists visiting Fiji during 1938, the increase anticipated did not eventuate. This was due to the inability of shipping companies to guarantee return bookings for a number of prospective visitors from New Zealand and Australia. During the best months of the tourist season unusually heavy through traffic was experienced by vessels from Vancouver and San Francisco, and this traffic considerably restricted the berths available from Suva. This increased traffic is considered to be due partly to the fact that much of the tourist traffic to the Far East has been diverted to New Zealand and Australia. While this situation continues Fiji tourist traffic will be restricted to present levels and may be further restricted. At present there are no indications of shipping facilities being increased. It is estimated that during 1938 17,580 people passed through the port, exclusive of ships engaged on tourist cruises. Figures supplied by the shipping companies concerned show that 5,001 people arrived on ships engaged in tourist cruises and staying in port from one to two days. It is estimated that 1,390 people arrived to stay a week or longer.

VIII.—LABOUR.

The principal industries in the Colony regularly employing labour are the mining industry, the sugar industry, and the copra industry.

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The average number of persons of various races engaged in the mining industry during 1938 was as follows:—

Europeans	163
Persons of Mixed Descent ...	166
Fijians	1,270
Indians	69
Others	7
	1,675

Fijians constituted 75·9 per cent. of the total mining labour as compared with 78·6 per cent. in 1937. A greater number of Europeans were employed, the percentages being 7·3 in 1937 and 9·7 in 1938.

The Colonial Sugar Refining Company engage each year a large number of Indians as mill labour for the crushing season, which usually begins in June and ends in December. The following is the approximate number engaged for the 1938 crushing season at the Company's five mills:—

Nausori, Rewa...	120 Indians.
Penang, Ra	105 Indians.
	19 Fijians.
Rarawai, Ba	290 Indians.
	20 Fijians.
Lautoka	334 Indians.
	20 Fijians.
Labasa	148 Indians.

Approximately 150 labourers were signed on in the country districts for the various copra plantations, and in Suva some 250 Fijians were engaged before the Resident Magistrate. The average rate of pay is £14 a year with rations, housing, medical attention, and, in some cases, clothing and tobacco.

Indians are also employed in gangs for cane-cutting and other field work during the sugar crushing season, Fijians are usually employed as wharf labour, and both Indians and Fijians are employed on constructional and road work by the Public Works Department. Although a heavy works programme has been carried out during 1938 there has been no shortage of unskilled labour. There has been some shortage, however, in the more specialized trades, such as plastering and plumbing, but the construction of the new Government Offices in Suva, for example, has proved a valuable training ground for semi-skilled labour in such trades.

Fijian Labour.

The local market price of copra varied between £7 and £5 during the year; these prices did not improve plantation labour conditions.

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In 1938 continued employment on a large scale was found for Fijians in the new Government Offices. Employment at the gold mines is popular with Fijians, who are attracted by the conditions as regards wages, food and other amenities at the mines.

All recruitment of labour is voluntary. Each Fijian is a member of a land-owning unit, and has the right to use a portion of the tribal lands; he is capable of supporting himself and his family on the products of his lands. There is, therefore, no necessity for him to work for wages, and generally speaking he only does so in order to gain money for some specific object. The majority of Fijians support themselves from the products of their lands, and those who elect to work under contract of service usually return to their villages on completion of the contract. There is, therefore, no labouring class of Fijians dependent solely upon wages they earn. The constant change in the personnel of the labourers obviates any serious interference with the native social system and helps in preventing the growth of a class of Fijians divorced from tribal associations and dependent for their livelihood on the labour market. These conditions also provide a safeguard for the proper treatment of labourers under contract of service.

The employment of casual labourers is mostly confined to the ports of Suva, Lautoka and Levuka. A limited number of Fijians are employed in the commercial houses. The number of Fijians employed as carpenters, boat-builders, marine engineers and firemen is small. The employment of Fijians as skilled workers is limited, not only by the demand for such work but by their ability to compete with members of other races. Most of the small inter-insular sailing vessels are manned by Fijians under the charge of a certificated native master.

Indian Labour.

During 1938 there has been no unemployment amongst Indians, and the continued prosperity in the main industries, combined with extensive building and other constructional work undertaken by Government and private firms and individuals, caused the supply of labour to be barely sufficient to meet the demand. Most of the work which gives employment to Indian labourers is seasonal, but wages are supplemented by the proceeds from land holdings.

IX.—WAGES AND COST OF LIVING.

Wages of Fijians.

The wages paid to Fijians in the mining industry vary from 14s. a week for unskilled labour to 25s. a week for skilled labour. Quarters and rations are provided.

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Wharf labour in Suva receive 3s. 6d. a day with three meals, and 6d. an hour overtime worked between 6 p.m. and 7 a.m. Those brought to Suva from neighbouring districts are provided with quarters. Wharf labour gangs for Lautoka are usually sent from Suva. In the sugar centres the wages for Fijian mill labour is similar to those paid to the Indian labourers.

Fijians engaged under contracts of service receive an average of from £14 to £15 a year with rations, housing, medical attention and in some cases certain extras, such as clothing and tobacco.

Wages of Indians.

Wage conditions have not changed to any great extent during the past year and the various standards are as follows:—

Unskilled labour, Suva, 2s. 6d. a day—country districts varying from 2s. to 2s. 6d. a day. In the cane areas labour is seasonal for mill workers and cane cutters. Mill labourers are paid on an average 1s. 11d. a day of 12 hours shift or 1s. 9d. a day of 9½ hours shift, with a bonus of 7d. a day during the crushing season, and 1s. 9d. a day out of the crushing season with a bonus of 1s. 6d. a week. Bonuses are paid only for a full week's work. These workers enjoy certain privileges in the purchase of provisions. Cane cutters receive 1s. 8d. a day and 6d. a week bonus, also bonuses from growers which may raise their earnings to 3s. to 3s. 6d. a day. Punjabi immigrants are reported to earn as much as 6s. a day during the cutting season. Casual labour is in firm demand during the crushing season.

Public Works Department Labour.

The number of labourers, skilled and unskilled, employed by the Public Works Department and the Road Boards was 2,778. Of these, 1,698 were employed in the Suva District and 1,080 in the various country districts. The rates of pay for unskilled labour vary from 2s. 3d. to 3s. per day. There are no standard rates for skilled workmen. Each is paid according to his ability.

The majority of the carpenters and boat-builders are Half-Castes, though a few Fijians and Indians have attained proficiency in these trades.

The following figures indicate the various rates paid to skilled and semi-skilled workmen:—

Carpenters and joiners and boat-builders, 3s. 6d. to £1 3s. 6d. per day.

Mechanics, fitters, turners, blacksmiths, boilermakers, etc., 3s. 6d. to £1 5s. per day.

Apprentices, 10s. to £2 10s. per week.

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Painters, 3s. 6d. per day.
Sirdars, £4 10s. to £10 per month.
Lorrydrivers 4s. 6d. to 6s. per day.
Tractor and roller drivers, 10s. to 18s. per day.

Cost of Living.

The tariff in hotels varies from 10s. to 17s. 6d. a day, or from £9 to £20 a month. Boarding-house terms average about £7 to £9 a month.

In Suva and Levuka house rents vary from £4 to £8 a month unfurnished, and £8 to £10 furnished. Furnished houses are scarce and usually are only available for limited periods. In country districts houses are almost unprocurable.

The usual number of servants employed is between one and three, comprising a cook-general; or cook and house-boy; or cook, house-boy and a garden-boy or nurse-girl. Cooks earn £4 to £7 a month and food, others £2 to £4 a month and food. Indians are usually employed as domestic servants. Fijian servants are a little cheaper, but less efficient.

Education.

Primary education can be obtained in Levuka, and primary and secondary education in Suva in Government Schools. Tuition fees are as follows:—

	Children of Ratepayers.	*Children of Non-Ratepayers.*
Primary	Free.	£2 2s. a year.
Secondary	£6 a year.	£7 10s. a year.

A charge of £50 a year is made for boarding in the hostels attached to the Suva Grammar Schools, with reductions for two or more children of the same family. Many Europeans send their children to Australia or New Zealand, where the average cost of education is £150 a year.

Medical Fees.

The usual fee charged by a private medical practitioner is 10s. 6d. a visit. The fees charged in Government hospitals are 6s. a day for the public wards, and 10s. 6d. a day for private wards. Operation fees in these hospitals range from £1 1s. to £10 10s. Medicines and medical appliances are expensive. Government officers receive free medical treatment.

Sports and Social Clubs.

Entrance fees to social clubs range from £2 2s. to £10 10s., and yearly subscriptions from £2 2s. to £4 4s. The entrance fees for tennis and golf clubs are from £1 1s. to £2 2s. and the yearly subscription fees £1 1s. to £4 4s.

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Holidays.

For health reasons it is advisable that Europeans should periodically visit temperate countries. The average return passage rates are as follows:—

New Zealand, £12 to £25.
Australia, £25 to £50.
England, £90 to £160.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Historical.

The history of native education is allied with that of the various Mission Societies. The Methodist Mission arrived in 1835, the Roman Catholic Mission followed in 1844, the Anglican Mission in 1870 and the Seventh Day Adventist Mission in 1889. The early missionaries reduced the language to writing, published a Fijian-English Dictionary and printed a translation of the New Testament. They established schools throughout the Colony and the high percentage of literacy is mainly due to their efforts.

The Education Ordinance of 1916 established a Department of Education and a Board of Education. The latter was given power to register, to classify schools and teachers, and to regulate a system of grants-in-aid.

As a result of the recommendations of the Education Commission, 1926, the Department was strengthened by the appointment of a Director of Education, an Assistant Director, and two Inspectors of Schools. The Education Ordinance of 1916 was repealed and replaced by Ordinance No. 1 of 1929. This Ordinance reconstituted the Board of Education and gave it greater control over the registration and classification of schools and teachers, the instruction to be given, the standards to be maintained, and the qualifications and number of teachers required for various grades of schools.

Grants to registered schools are based on the average attendance of children of school age (6-14) for the three months preceding the 1st July in the previous year, and on the grade of the teachers employed. Grants vary from £3 per head in a school with an average attendance of 20 pupils, to £1 18s. in a school with an average attendance of 230.

The Board has power to direct that a particular school shall be registered for the education of children of a particular race, and schools have accordingly been registered for Europeans, Fijians, Indians, Chinese and Melanesians; a number of schools, usually in the towns, enrol children of all races.

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In 1936, Mr. A. I. Mayhew, C.M.G., C.I.E., Joint Secretary to the Advisory Committee on Education in the Colonies, after visiting the Colony, submitted a report which was adopted in principle by Legislative Council.

European Education.

There are 16 schools for Europeans or part-Europeans; four are Government schools, five are controlled by the Colonial Sugar Refining Company, three by the Roman Catholic Mission, one by the Methodist Mission and three by local committees. All of these are primary schools and three (two Government and one Roman Catholic) have secondary departments, which prepare pupils for the Cambridge Local and University Entrance examinations. Manual instruction for boys, and cooking for girls, are included in the curriculum. A commercial course is given in the two schools in Suva for girls—the Girls' Grammar School and St. Joseph's Convent.

European children in isolated parts of the Colony may be enrolled in the Government correspondence classes, and 41 pupils were enrolled during the year. The fees are £2 a year and books and stationery are supplied at cost price.

Under a scheme of co-operation between the Education Department of New Zealand and the Government of Fiji, the three Government Schools are staffed by New Zealand teachers, who serve as a rule from two to six years in Fiji. The teachers in the Colonial Sugar Refining Company schools are usually recruited in New Zealand. The syllabus of instruction in these schools is similar to that prescribed in New Zealand. At about the age of 13 many children leave Fiji to attend schools abroad, the greater number going to New Zealand, some to Australia and a few to England.

Half of the net cost of three of the Government schools for Europeans is met from a special education rate levied in the towns of Suva and Levuka, in which the schools are situated. Children of the owners or occupiers of houses on which education rate is paid are exempt from tuition fees in the primary classes and pay £6 a year in the secondary classes. Others pay £2 2s. in the primary and £7 10s. a year in the secondary classes. All fees are reduced by one-third when two or more members of a family attend.

The Government maintains two hostels in Suva, one for boys and the other for girls. The fee is £50 a year with liberal reductions for two or more members of a family. Hostels are also maintained by the Roman Catholic Mission in Suva, Lautoka and Levuka. There were 620 boys and 567 girls on the roll of the 16 schools.

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Some European children are also enrolled in schools for children of all races. The total number of European children in all schools is 1,622.

Fijian Education.

There are 346 schools, including seven Government schools for Fijians. Practically every Fijian child has access to a school of some kind although many of them are not very efficient. Grants-in-aid were paid to 144 primary schools, and the number will increase as more certificated teachers are trained. In these grant-in-aid schools Fijian is the medium of instruction in Classes 1 to 4. In addition to the usual school subjects English may be taught for a limited time per day. The seven Government schools are residential. In six of them, known as Provincial Schools, the syllabus is that of the assisted primary schools, except that more attention is paid to English, which becomes the medium of instruction in the higher classes. Each school maintains a farm and at least 12 hours a week are devoted to practical agriculture.

The Fijians contribute £4,410 a year towards the maintenance of these schools. Each area selects pupils in proportion to its annual contributions, and in many areas the competition is so keen that it has been possible to select the brighter pupils from the local schools. Pupils usually enrol at about the age of 12 and remain at school to the end of the year in which they attain the age of 18.

The Queen Victoria Memorial School for Fijians is maintained by the Government, a fee of £6 a year being charged. Six exhibitions, tenable for three years, are awarded annually on the results of a competitive examination. Other pupils are required to pass an entrance examination. The roll in 1938 was 84. The course is similar to that in Provincial schools, but owing to the more rigorous selection of pupils the standard is higher. Pupils of this school are prepared for admission to the Government service, the Teachers' Training Schools and the Central Medical School.

Ten Fijian girls were given bursaries entitling them to free board and tuition at Ballantine Memorial School. A grant of £150 was paid to a Fijian studying dentistry at Otago University, New Zealand.

The total number of Fijians in all schools that forwarded returns was 19,580, of whom 10,914 were boys and 8,666 girls.

Indian Education.

In 1938 there were 80 schools for Indians, including seven Government schools. Of these 66 were assisted by grants-in-aid. In the majority of these schools Hindustani is the medium

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of instruction in Classes I to IV, but in those especially established for South Indian children Tamil is used. In addition to the usual school subjects English is taught. Indian boys may proceed to the Secondary Department of the Natabua Indian School or the Marist Brothers Secondary School, Suva, where they can be prepared for the University Entrance examination. The standard of all schools is improving.

A scholarship entitling the holder to free board and tuition in the Secondary Department, Natabua, was awarded annually.

Ten bursaries were given to Indian girls tenable at Dudley House School, Suva.

Grants totalling £193 2s. 4d. (Fiji) were paid to assist in the higher education of selected Indians. One girl and one youth attended the Teachers' Training School, Auckland, New Zealand, another the Teachers' Training School, Allahabad, and another Islamia College, Lahore.

There were 7,968 Indian pupils, 5,643 boys and 2,325 girls in all schools that forwarded returns in 1938.

Training of Teachers.

There are three training institutions (one Government and two Mission) for male teachers. Both Indians and Fijians are enrolled in two of these and in the other Fijians only. The course is for two years and students are selected by a competitive examination. Government assistance was given towards the training of 71 students, who receive free board and tuition and £6 a year pocket-money.

In 1938 special grants were paid to two Methodist Mission girls' schools to enable them to train Fijian and Indian female teachers, of whom there were 21. In addition to these a number of girls were employed as probationers in girls' schools.

There are five classes of teachers' certificates. To be eligible for a first-class certificate a teacher must hold the Bachelor's degree of an approved university or its equivalent. For the lowest or fifth class the standard is approximately that of a normal English child of 14.

Technical Schools.

The Davuilevu Technical School, controlled by the Methodist Mission, gives technical training, mainly in carpentry, to Fijian boys. A similar school is maintained by the Seventh Day Adventist Mission at Ovalau.

A Domestic Science Centre was established by Government in Suva in 1938 and was attended by 215 pupils of all races.

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Navuso Agricultural School.

This school was established by the Methodist Mission in 1924 on an estate of 830 acres and provides a course in farming and dairying for 68 young Fijian men. A Government grant of £400 was paid in 1938.

Other Schools.

Separate departmental schools are controlled by the Medical, Agricultural and Police Departments for the training of natives.

Finances.

The gross amount expended from general revenue in 1938 on educational services was approximately £59,000.

XI.—COMMUNICATIONS AND TRANSPORT.

Mail communication within the Colony is by means of vessels subsidized by Government, by motor road services, by mail carriers and by itinerant vessels.

The motor vessels *Yanawai* and *Matafele* run between Suva, Levuka, Savu Savu, Deloi (Buca Bay), Rabi and the Taveuni coast twice monthly. Once every quarter the latter vessel proceeds to Labasa and to Rotuma.

The motor vessel *Adi Rewa* runs between Suva, Levuka, Nabouwalu, Dreketi and Labasa twice monthly, calling at certain small places *en route* either on the inward or outward journey.

A subsidized cutter conveys mails between Taveuni and Deloi (Buca Bay) once weekly.

Mails are conveyed by motor vehicle from Suva to Nausori, Naduruloulou, Korovou, Nanukuloa, Ellington, Raki Raki, Tavua, Ba and Lautoka and return daily except Sundays, and from Lautoka to Nadi and Nadroga and return five times weekly. There is also a motor mail service three times weekly between Nausori, Korovou and Vunidawa.

Carriers are chiefly used on Vanua Levu, Taveuni and Kadavu, between post offices on those islands. The services run once weekly.

External communication is provided by the British vessels *Aorangi* and *Niagara* of the Canadian-Australasian Line, to which Company a subsidy of £5,000 per annum is paid, and by the American vessels *Mariposa* and *Monterey* of the Matson Navigation Company. The former vessels call at Suva, once in every four weeks, on their voyages in each direction between Sydney, Auckland, Honolulu and Vancouver, and the latter, once in every four weeks, on their voyages between Melbourne, Sydney, Auckland, Pago Pago, Honolulu, Los Angeles and San Francisco.

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The *Matua* provides a four-weekly cargo and passenger service between Auckland, Rarotonga, Nukualofa, Apia and Suva.

Direct steamers from London to Suva, via Panama, arrive at intervals of approximately six weeks and occasional calls are made by vessels from Australia and New Zealand travelling to ports in the United Kingdom, via Panama. Calls are also made at fairly regular intervals by the Colonial Sugar Refining Company's vessels *Tambua, Rona* and *Fiona*.

Telephone communication is available between Suva, Nausori, Naduruloulou, Tailevu and Vunidawa; and by a new line between Suva and Navua, Sigatoka, Nadi, Lautoka, Ba, Tavua, Nadarivatu and Ra. This completes the circuit of the island of Viti Levu. Telephone exchange areas are Suva, Lautoka, Ba, Nadi, Tavua, Levuka, Nausori and Navua, and rural party lines are maintained on Taveuni (40 miles), and in the Savu Savu district on the south-east coast of Vanua Levu.

Wireless stations, operated by Government, are situated at Suva, Lautoka, Rotuma, Levuka, Taveuni, Labasa and Savusavu. Wireless telephone communication exists between Levuka and the Central Leper Hospital at Makogai.

Telegraphic communication beyond the Colony is provided by submarine cable operated by Cable and Wireless Limited, and by wireless from the Suva station, operated by Amalgamated Wireless (Australasia) Limited, with the principal groups in the Western Pacific and also with Honolulu and Sydney.

Roads.

The new road from Suva to Sigatoka, begun in 1935, was completed in June, 1938, at a total cost of £138,000. The new section which is 82 miles in length forms the last link in the circuit of Viti Levu—a distance of 320 miles.

The total mileage of motorable roads in the Colony is 653, in addition there are some 1,600 miles of bridle tracks.

Tramways.

The only railway in Fiji consists of some 380 miles of 2-ft. gauge track owned by the Colonial Sugar Refining Company. This consists of three unconnected portions, one of which is approximately 220 miles in length. One of the terms on which the concession was granted to the Company for the construction of this line was that a train for the free conveyance of passengers should be run from end to end once or twice a week according to the season on a schedule approved by the Government. The railway is used for the transportation of cane to the various mills, and between 40 and 50 locomotives are normally in service.

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XII.—PUBLIC WORKS.

The total expenditure incurred by the Public Works Department during the year was approximately £330,874 which was made up as follows:—

	£
Personal Emoluments	18,621
Public Works	120,307
Public Works Extraordinary	101,395
Loan Advance account	58,395
Miscellaneous...	32,156
	£330,874

Corresponding figures for the previous five years are as follows:—

	£
1933	148,155
1934	190,718
1935	247,369
1936	240,892
1937	312,039

The Director of Public Works has his headquarters in Suva, the execution of the work being normally divided into three branches under the District Engineer, Suva, the District Engineer, Lautoka, and the Mechanical Engineer. At the present time the construction of certain buildings, however, is in charge of the Loan Works Architect who is responsible to the Director of Public Works.

A heavy programme of building construction was carried out during the year amongst which may be mentioned:

	£
The New Government Buildings estimated to cost ...	176,000
Nurses' Home, Colonial War Memorial Hospital–estimated to cost	12,750
Children's Ward, Colonial War Memorial Hospital–estimated to cost	5,000
Laundry, Colonial War Memorial Hospital–estimated to cost	17,200
Health Office, Suva	5,378
Police Station and Barracks, Tavua	6,400

Some of these buildings were not completed by the end of the year.

Water Supplies.

A start was made on extensions to the pumping station at Suva estimated to cost £11,700, and on a new supply for Labasa estimated to cost £8,500.

Harbour Works.

Investigations were made, and plans and estimates were prepared for a deep-water wharf with Customs Shed at Namoli,

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Lautoka. Owing to the difficult nature of the site the estimated cost is high, amounting to £120,000. The scheme is receiving further consideration. Work was started on a deep-water wharf at Vatia on the North Coast of Viti Levu to meet the shipping requirements of the gold mining industry. The mole was well in hand at the end of the year.

Miscellaneous.

Orders were placed in Hong Kong for an administrative vessel costing £60,000 to replace the R.C.S. *Pioneer,* and the steel work for a new Public Works Department workboat was ordered from the Clyde.

The Mau Quarry was opened up and a crushing plant installed at a cost of £16,000. Operations commenced in May.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The administration of justice throughout the Colony is provided for by the constitution of the Supreme Court and various District Courts of Summary Jurisdiction. The Supreme Court Ordinance, 1875, declares the Supreme Court to be a Court of Record and Supreme Court of Judicature in the Colony.

The Supreme Court consists of a Judge, called the Chief Justice. There is a Registrar and a staff of assistants.

The jurisdiction of the Supreme Court is defined by Sections 28, 29 and 30 of the Ordinance. By these sections it is enacted that the Supreme Court shall, within the Colony, have the same jurisdiction as that which His Majesty's High Court of Justice has in England, and it is thereunder constituted a Court of Oyer and Terminer and Gaol Delivery Assize and *nisi prius,* with like powers and jurisdiction as such Court has in England. It is a Court of Equity, and has, within the Colony, the same jurisdiction as the Chancery Division of the High Court of Justice, and all the powers and authorities of the Lord High Chancellor of England. It is further a Court of Probate and a Court of Divorce and Matrimonial Causes, and, under an Order in Council dated the 10th March, 1894, an Admiralty jurisdiction of the Court was also established.

Under Ordinance No. 4 of 1875, provision is also made for the appointment of a Sheriff whose duty it is to execute all process of the Supreme Court and to act as Marshal of the Supreme Court in its Admiralty jurisdiction. The Sheriff is assisted in his work by Deputy Sheriffs in the country districts, the duty being performed by the various District Commissioners.

In addition to the local Ordinances, the Common Law, the

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Rules of Equity, and the Statutes of general application which were in force in England on the 2nd January, 1875, are in force in the Colony, but only so far as the circumstances of the Colony and its inhabitants permit.

During the year there are four Criminal Sessions of the Court sitting at the Central Criminal Court. These sessions are held at Suva every third month. The Court also goes on Circuit at regular intervals each year.

The Criminal Procedure of the Supreme Court is laid down by Ordinance No. 6 of 1875,* by which it is directed that trials shall be either by a jury of seven or by the Chief Justice sitting with assessors. When the accused, or one of them, or the person against whom the crime or offence has been committed, or one of them, is a native or a person of Asiatic origin or descent, the trial takes place before the Chief Justice with the aid of assessors in lieu of a jury, unless the Chief Justice shall for special reasons think fit to order a jury. It is provided that the opinion of each assessor shall be given orally and recorded in writing, but the decision shall be vested exclusively in the Judge. In jury cases, the members of the jury are required in the first instance to give a unanimous verdict, but if after a deliberation of at least four hours they are unable to agree, the Court can accept a majority verdict of not less than five to two. Special provision is made, however, in an Order in Council dated 15th September, 1911, for the trial of accused persons at Lautoka, wherein it is provided, *inter alia*, that any cause triable at the Central Criminal Court by a jury shall be triable in the Circuit Court by the Chief Justice with four assessors.

In ordinary cases two assessors sit with the Chief Justice; in capital cases there must not be less than four assessors. With certain exceptions male residents, of an age between 21 and 60, with a competent knowledge of English, are liable to be called as jurymen and assessors.

In capital cases, sentence of death is pronounced by the Chief Justice. It is laid down in Section 36 of Ordinance 6 of 1875 that the Chief Justice shall forward to the Governor a copy of his notes of evidence taken at the trial with a report containing any recommendations or observations he may think fit to make. The Governor, after considering the report in Executive Council, communicates the terms of his decision to the Chief Justice, who causes the tenor and substance to be entered in the Court records. The Governor in these cases issues either a death warrant, an order for sentence of death to be commuted or a pardon.

On the Civil side, the Supreme Court has unlimited jurisdiction within the Colony, and is governed in its practice by the

* Cf. Ordinance No. 16 of 1932.

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Rules of the Supreme Court, 1933, which adopt, with certain modifications, the Rules of the Supreme Court of England. The Civil Procedure Rules have been supplemented in special matters by other Rules, the chief of which are:—The Bankruptcy Rules, 1890, Admission of Barristers and Solicitors Rules, 1883, and Divorce Rules, 1933.

The ordinary sittings of the Supreme Court are held in Suva and are three in number, Michaelmas Term beginning on 1st October, Easter Term on the 1st March, and Trinity Term commencing on the Monday following Whitsun week.

The only appeal from the Supreme Court is to the Judicial Committee of the Privy Council.

The Courts of Summary Jurisdiction, both Criminal and Civil, are, in the country districts presided over by the District Commissioners and a Resident Magistrate to whom the various districts are assigned, and in Suva by a Resident Magistrate. Broadly speaking, the powers of these officers are confined to dealing with minor offences on the Criminal side with power to inflict a maximum penalty of six months' imprisonment, while on the Civil side the Summary Procedure Rules of 1916 limit their jurisdiction as Commissioners of the Supreme Court to claims of value less than £50.

District Commissioners and Resident Magistrates exercise Criminal jurisdiction and also Civil jurisdiction, as Commissioners, within the limits of the magisterial districts to which they are appointed and in the case of Resident Magistrates within their jurisdiction. The Resident Magistrate, Lautoka, presides over Courts in five districts. District Commissioners also conduct the preliminary investigations in all indictable cases, the procedure being laid down in Ordinance No. 3 of 1876. Appeal from decisions of inferior Courts to the Supreme Court is governed by Ordinance No. 22 of 1934. Appeals to the Supreme Court from decisions of Commissioners in Civil matters are provided for under the Summary Procedure Rules, 1916, in all cases in which any judgment or order is pronounced for or in respect of any sum or matter at issue above the amount or value of £10.

Administration in the districts is supplemented by the Native Regulations which provide for the establishment of Courts having jurisdiction over natives of the Colony only. The most recent edition of these Regulations was brought into force by Proclamation in September, 1928. The Courts constituted under the Native Affairs Ordinance, 1876, and these Regulations, are of two kinds. First, there are the Provincial Courts, composed of the European Magistrate (District Commissioner) sitting with the Native Stipendiary Magistrate, and dealing with matters under the Native Courts Code, 1927, and the other Regulations passed by the Native Regulation Board to govern the life of the natives in accordance with their customs and their

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communal social system and their system of land-tenure. These Courts are given minor criminal and civil powers over natives, and can hear petitions for divorce from natives but cannot pronounce decrees, the documents in each case being forwarded to the Chief Justice for actual decision. Secondly, there is the District Court, presided over by the Native Stipendiary Magistrate sitting alone, whose jurisdiction is limited to petty offences amongst natives involving a maximum penalty of 40s. or imprisonment for two months, and in Civil matters having jurisdiction where the sum of money or the value of the property claimed does not exceed 80s.

Provision is made for appeals from the District Court to the Provincial Court and from the Provincial Court to the Supreme Court.

There were 63 criminal cases (comprising 95 counts) heard at the sessions during 1938. The indictments comprised the following charges:—

Murder	3
Manslaughter	4
Carnal knowledge	7
Bestiality and unnatural offences	3
Wounding and assault	7
Bigamy	1
Horse and cattle stealing	13
Larceny	4
Embezzlement	1
Forgery and falsification of accounts ...	3
Breaking and entering	6
Arson	2
Dangerous driving	1
Interfering with Crown Witness	1
Rape	3
Miscellaneous	4
Total	63

Sixty writs and 24 petitions and summonses were issued in the Civil Division at the Central Registry, composed as follows:—

Actions for recovery of moneys lent	22
Moneys due under Bills of Sale, Mortgage, Liens, etc.	1
Goods sold and delivered	12
Moneys due on accounts	7
Actions for recovery of possession of land	8
Actions for recovery of rent	2
Actions for damages	5
Breach of contract	1
Specific performance	6
Habeas Corpus	1
Originating Summonses	7
Summonses and Petitions under Land (Transfer and Registration) Ordinance 1933	1
Admission of Barristers	2
Miscellaneous	9
	84

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Twenty-eight petitions were filed in the Divorce Court in which four European and 24 Indians were concerned. There were 53 petitions for divorce by native Fijians and Rotumans.

Thirty-nine grants of probate, 19 Letters of Administration and 24 orders to reseal Colonial and other grants were made in the Probate jurisdiction. The gross value of the estates concerned in these grants was £234,526 9s. Seven bankruptcy petitions came before the Bankruptcy Court. There were two applications for admission as barrister and solicitor during the year. There are now 21 European and four Indian practitioners in the Colony.

Five civil appeals and 24 criminal appeals were entered for hearing.

A comparative table of cases heard in the various divisions of the Supreme Court from 1934 to 1938 is given below:—

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
Civil	97	119	114	85	84
Divorce	22	26	33	6	28
Native Divorce	73	85	85	73	52
Criminal	45	44	33	58	63
Bankruptcy	2	10	6	3	7
Civil Appeal	—	—	6	1	5
Criminal Appeal	9	8	19	17	24
Grants of Probate, etc. ...	101	87	90	102	82

Police.

COMPOSITION.

The Fiji Police is recruited from Fijians and Indians; the majority of the Indian members of the Force are Fiji born. There are 18 European and three non-European Officers.

STRENGTH.

The authorised strength of the Force on 31st December, 1938, was:—

OFFICERS.

(*a*) *Europeans.*

Commissioner of Police	1
Deputy-Commissioner of Police	1
Superintendents	2
Assistant Superintendents	4
Inspectors	10

(*b*) *Non-Europeans.*

Sub-Inspectors	3

NON-COMMISSIONED OFFICERS AND CONSTABLES.

Fijians.

Non-Commissioned officers	32
Constables	110
Recruits	15

Indians.

Non-Commissioned officers	16
Constables	73
Recruits	10

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TRAINING.

Recruits undergo a training course, of three to seven months, before they are passed out as constables.

There are 19 detachments of Police throughout Fiji. In those districts where no European Police Officer is posted, the Police detachments are under the supervision of the District Commissioner.

Expenditure.

The total cost of the Force during 1938 was £31,168 18s. 7d.: a rate of under 3s. per head of population.

Crime.

The number of persons prosecuted for offences during the year was:—

Offences against the person	237
Offences against property	452
Other offences: Revenue Laws, etc. ...	840

Committed for Trial in the Supreme Court:—

Offences against the person	46
Offences against property	62
Other offences	4

Traffic.

The registration and licensing of motor vehicles and motor-drivers throughout Fiji is carried out by the Police.

The total number of motor vehicles registered for 1938 was 2,118, made up as follows:—

Motor cars for private use	852
Public cars, Taxicabs, etc.	334
Lorries for private use	423
Public charabancs	418
Motor cycles	91

Seven hundred and thirty-four persons were convicted of offences against the Traffic Ordinance.

Prisons.

The control of prisoners is vested in the Superintendent of Prisons, who is also in charge of the Suva Gaol. This gaol is a modern building, prisoners being confined in buildings of brick and concrete with separate cells having adequate ventilation and electric light.

Vocational Training.—Tin-smithing, black-smithing, tailoring, awning and canvas works, carpentry and baking are taught under the direct supervision of European overseers.

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Health of Prisoners.—The gaol infirmary is modern and well equipped and is in charge of an Indian Medical Practitioner who is supervised by a European medical officer. The health of prisoners during the year has been good.

Religious Instruction.—Prisoners are given instruction according to their religions.

Juvenile Offenders.—Juvenile offenders are detained at the Government Experimental Farm which is situated about nine miles from Suva. A European overseer, under the direction of the Superintendent of Places of Detention, is in charge. A regular course of elementary study, physical drill and a certain amount of agricultural training and building construction, is doing much to turn these young offenders into useful citizens. There is a Board of Visitors.

CLASSIFICATION OF PRISONERS.

First Class—Debtors, persons confined for contempt, persons committed under civil process, or failure to find sureties to keep the peace.

Second Class—Prisoners awaiting trial or under remand.

Third Class—Prisoners under sentence of imprisonment only.

Fourth Class—Prisoners sentenced to penal servitude or imprisoned with hard labour.

Staff.—The Gaoler and Overseers at the central gaol are Europeans as also are the Superintendents in charge of Provincial gaols. The subordinate staff consists of Fijians and Indians.

Corporal Punishment.—During the year there were two cases of corporal punishment.

XIV.—LEGISLATION.

Twenty-eight Ordinances were passed by the Legislative Council during 1938 of which the following are the principal:—

The Lighting Control Ordinance empowers the Governor-in-Council to make regulations to provide for the total or partial cessation of lighting on occasions of emergency or public danger.

The Cinematograph (Amendment) Ordinance sets up a Board of Control for the purposes of control and censorship of cinematograph films and posters.

The Petroleum Ordinance which replaces the Petroleum Ordinance 1918 and the Oil-Storage Ordinance 1915 follows modern legislation on the subject. It provides for the importation or exportation of petroleum only at or from a declared harbour or other duly appointed place. Masters of vessels carrying petroleum are required to notify the Harbour Master

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that petroleum is carried and the vessels are to proceed to an anchorage directed by the Harbour Master. Modern definitions of the different classes of petroleum are included in the Ordinance. Officers of constabulary are given powers of entry and inspection in order to ascertain whether the provisions of the Ordinance and Regulations are being complied with. The Governor-in-Council is empowered to grant permission for the laying of pipes for the conveyance of oil under streets or privately owned land. The Ordinance is in effect an enabling Ordinance allowing detailed regulations to be made as to the transport by sea or land, and the storage of petroleum in accordance with modern practice.

The Moneylenders Ordinance which has been adapted from the Moneylenders Act, 1927, of the United Kingdom and the Straits Settlements Ordinance, provides for the licensing and control of moneylenders. Previously there was no such Ordinance in force in the Colony. The Ordinance does not apply to bona fide bankers, insurance companies or pawnbrokers licensed under the Licence Ordinance, 1924, or any person bona fide carrying on a business not having for its primary object the lending of money in the course of which and for the purposes whereof money is lent at a rate of interest not exceeding 10 per centum per annum, or to any person who during the course of one year lends money on interest or for profit on not more than three occasions. No contract of loan is enforceable unless a note or memorandum of the loan be given. Compound interest is forbidden. Provision is made for the re-opening of any transaction which is harsh and unconscionable, and charges for expenses on loans by moneylenders are prohibited. Interest about 12 per centum per annum is presumed excessive.

The Pensions Ordinance which replaces the Pensions Ordinance, 1928, is based on a model Ordinance and applies to the Colony so far as is possible the principle of uniformity in superannuation benefits throughout the various colonies. The principle of calculating pensions on the basis of 1/600th of the pensionable emoluments for each completed month of pensionable service is substituted for that of calculation on the basis of 1/720th for each month plus a climatic bonus of 60/720ths in respect of the first ten years of service. The Governor-in-Council may require any officer to retire after he has attained the age of 55 years and in special cases, with the approval of the Secretary of State, after he has attained the age of 50 years.

The Government Employees Provident Fund Ordinance was passed to make provision for superannuation benefits for certain non-pensionable employees in the Government Service by means of a Provident Fund. A monthly reduction of five per centum and, in the case of females, six per centum is to be made from

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the salaries of contributors and the Government is to credit the account of each contributor with a like sum called a bonus. The bonus is increased in the case of male officers with over ten years' continuous service and still further increased after 20 years.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.

Banking.

Two private banks are operating in the Colony, the Bank of New South Wales, with three establishments, and the Bank of New Zealand, with one. The paid up capital of, and deposits held in the Colony by these two banks on 31st December, 1938, was:—

	Paid-up Capital.	*Deposits.*
Bank of New South Wales ...	£23,710,000	£1,433,688
Bank of New Zealand ...	£10,277,005	£475,395

In addition there is a Government Savings Bank, in which the number of accounts, at the end of the year, was (approximately) 12,945 and the total amount on deposit was (approximately) £352,163, an increase of £1,562 over the previous year's figure. The assets, exclusive of the Depreciation Fund, were as follows:—

	£
Investments (market price on 31st December, 1938 approximately).	398,371
Cash at Bank, Treasury, Head Office, and Branches	12,738
Total	£411,109

The transactions of the Savings Bank for the year 1938 were as follows:—

	£	£
Income from investments		14,789
Interest credited to Depositors (approximately)	9,384	
Expenses (approximately)	3,309	
		12,693
Surplus		£2,096

The rate of interest paid to depositors was 3 per cent. up to £1,000.

Currency.

Legislation in 1933 and 1934 provided for the issue of Government currency notes and coin which follow the United

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Kingdom currency denominations. The Fiji pound is linked to sterling by law at the rate of £F.111 = £100 sterling.

The approximate position of the Note Security Fund at the 31st December, 1938, was as follows:—

		Sterling. £ s. d.	*Fiji.* £ s. d.
Liabilities ...	Notes in circulation ...		665,427 15 0
Assets ...	Note Security Fund invested portion.	649,133 16 4	720,538 10 9
	Cash with Colonial Treasurer and Crown Agents.	31,531 11 0	35,000 0 0
		£680,665 7 4	£755,538 10 9

Weights and Measures.

The weights and measures used in Fiji are the same as in England.

XVI.—PUBLIC FINANCE AND TAXATION.

The progress of the Colony is shown by the following figures:—

Year.	*Revenue.* £	*Expenditure.* £	*Assets.* £	*Liabilities.* £	*Excess of Assets over Liabilities.* £
1928 ...	709,534	567,845	597,903	439,475	158,428
1929 ...	677,945	642,124	557,043	362,794	194,249
1930 ...	638,763	645,291	408,971	221,250	187,721
1931 ...	565,393	605,973	452,080	304,940	147,140
1932 ...	547,461	528,604	449,743	283,746	165,997
1933 ...	605,201	569,984	590,660	389,446	201,214
1934 ...	782,914	722,963	770,343	509,178	261,165
1935 ...	733,432	641,181	857,694	504,278	353,416
1936 ...	796,630	677,152	898,373	425,479	472,894
1937 ...	947,497	878,104	1,114,843	572,556	542,287
1938*...	863,857	1,000,387	—	—	405,757

* (Revised Estimate).

The revised estimated expenditure of £1,000,387 for 1938 includes the sum of £177,450 capital expenditure from the Colony's accumulated surplus revenue.

At the close of the year 1922 the Colony had an accummulated deficit on Revenue Account of £243,481, and at the close of 1929 there was an accumulated surplus of £194,249. This surplus was reduced to £147,140 at the end of 1931, but increased at the end of 1937 to £542,287.

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The surplus at 31st December, 1938, is estimated to be £405,757.

Debt.

The Loan Debt of the Colony on the 31st December, 1938, was as under:—

	£
Specific Loan (Ordinance No. 7 of 1928)	765,000
Public Purposes Loan (Ordinance No. 2 of 1929) ...	171,408
Public Works Loan (Ordinance No. 14 of 1932) ...	154,996
Public Works Loan (Ordinance No. 51 of 1930 and Ordinance No. 17 of 1934).	182,497
Public Works Loan (Ordinance No. 27 of 1937) ...	144,740
Total (sterling)	£1,418,641

The sinking fund in connection with the Specific Loan amounted to approximately £F91,807 at the close of the year. A supplementary sinking fund for the redemption of any other loans raised now amounts to approximately £F54,457. Provision for sinking fund contributions in respect of the Public Purposes Loan was first made in 1932, and amounted to approximately £F37,202 at the close of the year. The Sinking Fund in respect of the Public Works Loan, 1959, amounted to approximately £F25,765 at the close of the year, and for the Public Works Loan 1960-70, to approximately £F11,994. It is estimated that the contributions to the loan raised in 1938 will amount to £F2,670 at 31st December, 1938.

Revenue.

It is estimated that the revenue of the year will amount to £863,857, a decrease of £83,640 as compared with 1937. The decrease is due to extraordinary revenue received in 1937. The main items of estimated revenue grouped under their various heads are as follows:—

	£
Customs	476,200
Port, wharfage and light dues	29,500
Native taxes	10,000
Licences, excise and internal revenue not otherwise classified.	142,205
Fees of Court or Office, payments for specific purposes, and reimbursements-in-aid.	71,828
Post Office	36,450
Rent of Government property	14,060
Interest	37,482
Miscellaneous	45,100
Land sales and premia on leases	1,000
Colonial Development Fund	32

The amounts estimated to be received from licences, stamp duties, and income tax are £22,405, £6,500, and £46,000 respectively.

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The amount estimated under the Residential Tax Ordinance is £23,400. The rate is £1 per annum on all males (other than Fijians) between the ages of 18 and 60, with certain exemptions. All persons liable for the tax are required to register themselves and the tax must be paid to the Colonial Treasurer or a sub-accountant by the end of March each year: penalties are imposed for failure to register and for non-payment of the tax. The Fijians pay two direct taxes, the Native Tax and the Provincial Rate, and are exempted from payment of the Residential Tax. The Native Tax is a Government tax and is now collected by each Province as part of the Provincial Rate. The Provinces then pay to Government their annual assessments which are assessed on a population basis.

Customs Tariff.

The Customs tariff is in general on an *ad valorem* basis, duty being assessed on value of goods at the port of shipment. Practically all products of the British Empire receive preferential treatment.

On most articles subject to *ad valorem* duty, the British preferential rate is 20 per cent., and the general rate 40 per cent. On imports subject to a specific rate of duty the general rate is usually 50 per cent. higher than the preferential rate, the principal exceptions being illuminating and power kerosene and petrol on which duties of 9d. and 8d. per gallon respectively are levied, irrespective of the country of origin.

The following are some of the principal articles which, if of British manufacture, are admitted free of duty:—

Aircraft and accessories; certain specified educational material; articles for boy scouts and girl guides; bags and sacks over two bushels; cans and casks for use as containers of Fiji produce; coal and coke; church furniture; infants' foods; muntz metal and copper sheathing; tar and bitumen; approved weed-killers; wire netting, galvanized, of not less than 4 inches mesh; wire galvanized fencing not less than 10 British gauge; fencing posts; gates; standards and droppers other than ornamental of iron or steel.

The above articles if of foreign manufacture pay duty at the rate of 20 per cent.

The following articles are admitted free of duty from all countries:—

Animals; live birds and fish; bacteriological products; ship's ballast; books; periodicals and music, printed; coconuts; collections of antiques for public institutions; natural history specimens; containers used in the export of products of the Colony; copra; gas and ammonia cylinders; manures; crude and diesel oils; plants and seeds; used and unused postage stamps; and vessels being

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yachts the property of tourists visiting the Colony; show-cards, prints and advertising matter and printing blocks for advertising purposes.

Machinery and implements as follows are liable to 7½ per cent. British Preferential Tariff or 22½ per cent. general tariff. These rates are effective until the 1st June, 1940:—

Agricultural implements and butter-making and milking machines; agricultural machines; sugar-making machinery; fruit and meat canning machinery; engines, steam, oil or gas, marine or stationary; timber milling and sawing machinery; electric machinery and mining machinery.

Approved fruit and produce driers and dehydrators, until the 1st June, 1940, are admitted free of duty preferential tariff and pay 15 per cent. under general tariff.

The tariff in general is a revenue tariff, but aims at fostering local industries.

XVII.—NATIVE AFFAIRS.

An Adviser on Native Affairs is stationed at headquarters, and the system of Native administration, conducted through District Commissioners and thence through Native Chiefs, makes practical use of the indigenous Communal System and is regulated by a code of Native Regulations. These provide for the carrying out of all communal duties, such as house-building, village sanitation, cultivation of food crops, maintenance of communal property, care of the sick, control of infectious diseases and many other matters of public benefit connected with Native Administration. It also provides for the levying of rates. The constitution of the various Councils is provided for in these Regulations.

These Councils are: the Council of Chiefs of Fiji, which sits every two years; the Provincial Councils, which sit annually; and the District Councils, which sit monthly. These Councils pass Resolutions which, when they have the approval of the Governor, are enforceable.

Breaches of the Native Regulations are dealt with by Native Magistrates in Native District Courts and by a District Commissioner sitting with a Native Magistrate in Provincial Courts. The system of Native Councils and Courts provides the Fijians with a large measure of self-government.

Medical care is given by European Medical Officers, Nurses, Native Medical Practitioners and Native Obstetric Nurses, distributed throughout the Group. The control of Child Welfare work has been transferred to the Medical Department, but the

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success depends to a great extent on the co-operation of the Native Officials of the Administration. Increased interest is being taken in the work by mothers. Native Chiefs are also taking a more personal interest as the benefits become more apparent.

The estimated Fijian population on the 31st of December, 1938, was 101,285, an increase of 1,690 on the figures for 1937. The birth rate for 1938 was 37·63 per 1,000, or a total of 3,811, compared with 34·46 or 3,432 in 1937. The death rate was 20·94 per 1,000, or a total of 2,121, compared with 21·37 or 2,128 in 1937.

The following are the infant mortality figures of Fijian children up to five years of age:—

Under 1 year	1 to 2 years	2 to 3 years	3 to 4 years	4 to 5 years
408	225	68	64	38

An increasing number of Fijians are applying for exemption from the performance of communal duties to take up farming as a living. Training Farms have been opened in Bua, Cakaudrove and Macuata, Lomaiviti, and are financed by the natives. Native field assistants are stationed throughout the Provinces under the direction of European agricultural officers. This movement is being closely watched and guided by the Administration, and every effort is being made to ensure that the growers are able to market their crops.

The Native tax payable to Government in 1938 amounted to £10,000, assessed *pro rata* for payment by the Provinces from Provincial funds. This was paid in full.

The amount of Provincial Revenue for 1938 was £36,530, while expenditure was estimated at £39,552.

XVIII.—INDIAN AFFAIRS.

Vital Statistics.

The return of the Indian population in Fiji at the Census of 26th April, 1936, was 85,002. The estimated Indian population on 31st December, 1938, was 92,309. Of this total, 51,862 are males and 40,447 females. There were 3,648 births registered (as against 3,357 in 1937), the birthrate per mille being 39·52. The number of deaths were 1,034 or 11·20 per thousand.

The following are the infant mortality figures of Indian children up to five years of age:

Under 1 year	1 to 2 years	2 to 3 years	3 to 4 years	4 to 5 years
280	59	26	6	8

The natural increase in the Indian population for the year was 2,976.

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Emigration and Immigration.

The 1938 figures are as follows:—

Immigrants:

(*a*) By the direct boat—367 men, 204 women, 135 boys and 43 girls, a total of 749.

(*b*) By other overseas vessels—83 men, 15 women, 7 boys and 3 girls, a total of 108.

making a total of 857 immigrants.

Emigrants:

(*a*) By the direct boat—191 males and 40 females repatriated at Government expense, also 155 males and 40 females who travelled at their own expense, totalling 426.

(*b*) By other overseas vessels—68 men, 9 women, 4 boys and 2 girls, totalling 83,

making a total of 509 emigrants.

The restriction of immigration is still necessary, and it is a subject which has engaged the attention of a specially appointed committee during the year.

Destitution.

The absence of abject poverty is noticeable in Fiji. On 31st December, 1938, the following Indians were in receipt of Government assistance:—

Inmates of the Poor House, Suva	26
Number of persons in the colony in receipt of outdoor relief ...	103

In addition, Indians maintained at Government expense included 41 men and 20 women in the Mental Hospital, Suva (being 70·25 per cent. of the total number of inmates); and approximately 250 were receiving treatment at the Central Leper Hospital, Makogai.

Education.

The growing willingness of parents to allow girls to attend school is an encouraging feature, but the establishment of girls' schools is hindered by the custom of early marriage and the consequent difficulty in obtaining teachers. One Indian girl was sent to Delhi at Government's expense, to undergo a course of nursing training.

Economic, Social and Political.

The spending capacity of Indians in the sugar-cane areas, and the common desire of Indian agriculturists to secure cane land are indications that this crop continues to be profitable and attractive. During the year 1938, these cane growers produced and sold to the Colonial Sugar Refining Company, Limited, 928,288 tons of sugar-cane, for which they were paid £684,472,

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an average price of 14s. 9d. per ton. The Company's tenants cultivated 21,895 acres producing 509,000 tons, the yield per acre being 23·3 tons; other growers, cultivating 20,209 acres, produced 419,228 tons, with an average yield of 20·7 tons per acre. Indian farmers also produce rice, maize, copra, bananas, pineapples, tobacco, cotton, dal and ghee.

There is no unemployment problem among Indians in the Colony. There is no inter-religious strife.

XIX.—MISCELLANEOUS.

Lands and Survey.

LAND.

Before the British occupation of Fiji, European settlers had acquired large areas of land from the Native Chiefs, and after the Deed of Session, in 1874, Crown grants for land, on claims substantiated before the Lands Commission, were issued. In this manner 414,615 acres were alienated.

By the year 1912, Crown grants for a further area of 20,184 acres of land purchased from the Natives had been issued, but in that year the sale of Native lands, except to the Government for specific purposes, was prohibited.

The standard tenure of land is leasehold up to 99 years for leases for agricultural purposes, 75 years for building purposes, and 21 years with option of renewal for a further period of 21 years (subject to reassessment of the rental) for leases for pastoral purposes. The rent for an agricultural leasehold for the maximum period of 99 years is subject to reassessment in the thirty-third and sixty-sixth years, or in the thirtieth and sixtieth years in the case of a lease for less than the maximum period. In leases for building purposes the rent is subject to reassessment in the twenty-fifth and fiftieth years. In all cases the rent is subject to reassessment to a maximum not exceeding 5 per cent. of the unimproved capital value of the land. Lessees of expiring leaseholds of native-owned land are afforded a considerable measure of security of continuance of tenure by legislation which provides that, in the event of refusal of the native owners, without just cause, to surrender control of the land for renewal of an expiring lease, the Governor-in-Council may require the native owners to agree to renew the lease or to pay such amount of compensation as the Governor-in-Council may decide to be the reasonable value of the permanent and unexhausted improvements made on the leasehold by the lessee.

Leases of Crown lands are submitted as a rule to public auction, usually with the upset premium of £2 to cover the cost of advertising the auction sale. Leases of small areas in country districts are exempt from sale by public auction. Instructions for survey are issued by the Crown Surveyor on payment of

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the survey fees by the lessee, who is then entitled to enter into occupation.

The rent of land in Fiji varies according to situation and quality. Pasturable lands vary from 3d. to 2s. per acre, coconut lands from 1s. to 5s., hill land from 6d. to 2s., banana, sugar-cane, rice and maize land from 5s. to £1, the latter rental prevailing only in certain favoured localities in which supply and demand have resulted in that high rent.

The following statement shows the position as regards land alienated at the end of the year 1938:—

		In process of aleniation.				
	No. of	*No. of Estimated.*				*Area of*
Nature of title.	*titles.*	*Area.*	*Lots.*	*Area.*	*Total.*	*Colony.*
		Acres.		*Acres.*	*Acres.*	*Acres.*
Freehold ...	1,598	532,742	Nil	—	532,742	4,515,500
Leases of Crown Lands.	968	23,948	158	2,217	26,165	—
Leases of Native Lands.	7,339	282,887	631	11,019	293,906	—
	9,905	839,577	789	13,236	852,813	4,515,500

Seven hundred and fifty applications for leases of native land aggregating 15,400 acres were received during the year. Of these 354 applications for 5,726 acres were approved and 284 applications for 6,578 acres were under consideration at the end of the year. Applications by Indians formed 87 per cent. of the total. Two hundred and twenty-three applications for leases of Crown lands aggregated 2,614 acres. Of these 126 applications for 448 acres were approved and 76 applications for 1,832 acres were under consideration at the end of the year, the remainder having been declined or withdrawn.

Native Lands Commission.

The Native Lands Commission, which operates under the Native Lands Ordinance, 1905, is charged with the duty of ascertaining what lands in each Province of the Colony are the rightful and hereditary property of native Fijian owners, and whether the ownership is by Mataqali (a tribal division) or by some other division or subdivision of the people.

The Commission consists of a European chairman, and two native Chiefs of high rank. The clerical staff is composed entirely of native officers and the official language of the Commission is Fijian.

The members of the Commission are vested with powers to summon and examine on oath any persons whom they think are able to give relevant evidence, and to require the attendance of all claimants to any land.

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Any appeal against any decision of the Native Lands Commission, provided notice of appeal is lodged within 60 days of the announcement of the decision, is heard and determined by the Governor-in-Council, whose decision is final. If no notice of desire to appeal is given, the record of the decision is conclusive.

All lands recorded by the Commission as the rightful and hereditary property of native Fijians are surveyed by a staff of surveyors especially employed for the purpose. The cost of the survey is borne by the proprietary unit owning the land, and is assessed on a scale prepared by the Crown Surveyor and approved by the Governor-in-Council. The law requires that the cost of survey shall be paid within six months after demand; but if it is proved to the satisfaction of the Governor that any proprietary unit is unable to pay, the Governor is empowered to make such order as may seem fit and just.

The Native Lands Commission inquiries, in the Province of Lau, were continued during the year.

Survey.

The temporary staff attached to the Native Lands Commission were employed in Kadavu, the area surveyed during the year being 49,094 acres, bringing the total area surveyed for the Native Lands Commission to 3,629,668 acres.

Three senior members of the staff were employed on administrative work at headquarters, on the examination of plans, preparation of town-planning designs and miscellaneous surveys in and near Suva.

Only one surveyor was employed throughout the year in a country district. This surveyor was engaged in the survey of Crown and native leases, in contour and detailed surveys of proposed townships and other miscellaneous work. Instructions for the survey of leases of native and Crown lands were issued by the Crown Surveyor to seven surveyors in private practice. Five hundred and seven plans of surveys made by Government and private surveyors were examined and passed for issue of leases.

Meteorological.

The total rainfall for the year was 158·85 inches, being 38·67 inches in excess of the normal (120·18 inches). Up to the end of June there was a deficiency of nearly 16 inches, February, March and April being rather dry months. The deficiency was reduced to between seven inches and eight inches from July to August, and to normal at the end of September. The last three months of the year were exceptionally wet, culminating in an almost record fall for December of 30·52 inches with 10·62 inches falling in one day, 21st December.

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The following table gives the total rainfall at certain stations in Fiji during 1938, together with the averages and departures from normal over a period of years:—

Station.	No. of Years.	Total Rainfall.	Average Rainfall.	Departure from Normal.
Labasa	44	134·97	82·87	+52·10
Lautoka	38	90·25	70·09	+20·16
Lawaqa	32	91·09	70·23	+20·86
Levuka	44	139·35	92·95	+46·40
Nadarivatu	38	229·56	140·35	+89·21
Nabouwalu	20	121·16	105·36	+15·60
Rarawai	44	124·94	81·88	+43·06
Salia Levu	23	259·00	211·05	+47·95
Suva	54	158·85	120·18	+38·67
Tavua	2	135·29	—	—
Vunidawa	26	165·22	142·08	+23·14
Wainunu	59	193·51	147·81	+45·70
Yanawai	2	306·83	—	—

Most of the excesses occurred in February, May, July, and October to December. During the latter three months, some phenomenal falls were recorded, particularly on 21st December. On this day 36·50 inches were recorded at Navai Valley where the total fall for the month of December was 73·16 inches.

Two cyclones were experienced in the group during the year, both of which passed near the west of Viti Levu and were responsible for minor damage only. The first occurred on 26th to 27th February, and passed approximately 50 miles west of Lautoka, causing very heavy rain on the north-west coast of Viti Levu, and north-westerly gales (force 9/10).

The second disturbance passed to the west of Viti Levu on the 21st and 22nd December, moving about south-south-east, and passed close to Lautoka on the afternoon of the 21st. North-east to northerly gales to force 10 with very heavy rain and floodings were experienced, with northerly winds of forces 6 to 8 in the eastern part of the group.

General.

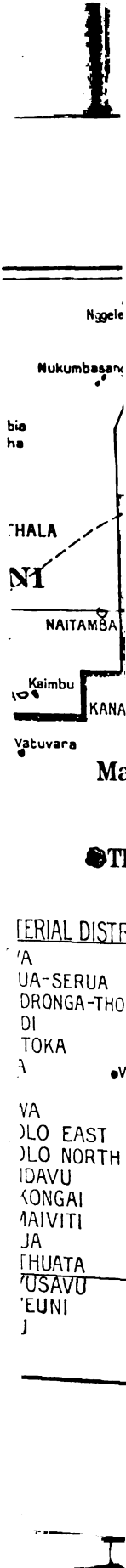
His Excellency Sir Arthur Frederick Richards, K.C.M.G., left the Colony on the 22nd July, 1938, on appointment as Captain-General and Governor-in-Chief of Jamaica.

His Excellency Sir Harry Charles Luke, K.C.M.G., formerly Lieutenant-Governor of Malta, arrived in the Colony on the 16th September, 1938, as Governor of Fiji and High Commissioner for the Western Pacific.

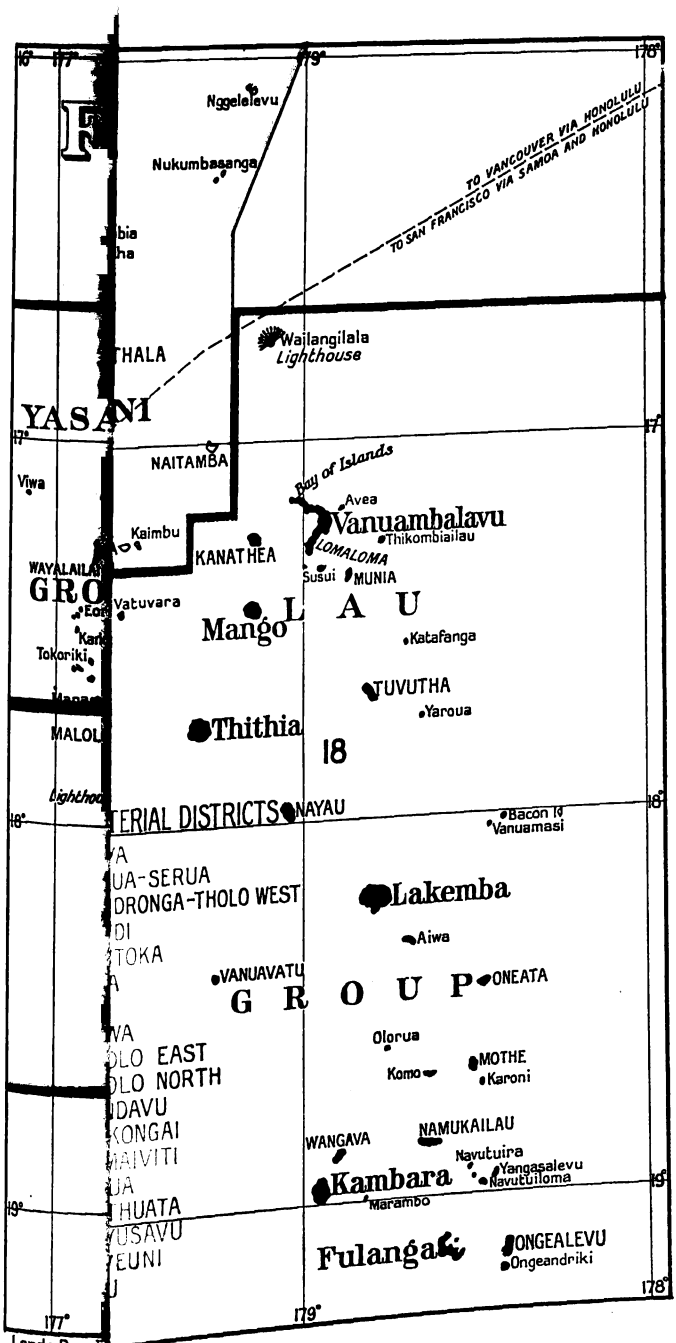
A session of the Legislative Council was held from the 22nd April to the 3rd May for the purpose of making provision for the reorganization of the Public Service. The new conditions became effective from the 1st January, 1938, and are similar to those in force in other Crown Colonies.

A further session of the Council was held from the 25th November to the 3rd December during which the estimates of revenue and expenditure for the year 1939 were approved.

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Nggelelevu
Nukumbasanga
TO VANCOUVER VIA HONOLULU
TO SAN FRANCISCO VIA SAMOA AND HONOLULU
Wailangilala
Lighthouse
YASAWA
NAITAMBA
Bay of Islands
Avea
Vanuambalavu
Thikombiailau
LOMALOMA
Susui
MUNIA
Kaimbu
KANATHEA
Viwa
Vatuvara
LAU
Mango
Katafanga
TUVUTHA
Yaroua
Thithia
18
Tokoriki
MALOLO
Lighthouse
TERIAL DISTRICTS
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GROUP
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COLONIAL REPORTS—ANNUAL

No. 1909

Annual Report on the Social and Economic Progress of the People of

ST. HELENA, 1938

(For Report for 1936 see No. 1827 (Price 1s. 0d.) and for Report for 1937 see No. 1870 (Price 9d.).)

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ANNUAL REPORT OF THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF ST. HELENA FOR 1938

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The Island of St. Helena, about 10½ miles long and 6½ broad, lies in the South Atlantic Ocean in latitude 15° 55′ South and longitude 5° 42′ West. It was discovered by João da Nova probably in May, 1502, on his return voyage to Lisbon from India. Until 1588, when Cavendish visited it, the situation of the Island was kept a secret, and it then served as a place of refuge and refreshment for the vessels of all nations until 1659, when it was annexed by the East India Company. With the exception of a few months when it was captured on New Year's Day, 1673, by the Dutch and recaptured on the 5th May, 1673, by Sir Richard Munden, it remained in possession of the Company until the 22nd April, 1834, when it was brought under the direct Government of the Crown by the Government of India Act of 1833.

The Crown did not assume occupation of the Island until the 24th February, 1836, when Major-General Middlemore landed with a small garrison. With the increase in shipping

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from the East the Colony enjoyed about 30 years of great prosperity but the opening of the Suez Canal in 1869 caused trade to be diverted to the Mediterranean. With the number of ships calling at Jamestown steadily decreasing every year St. Helena entered on a severe economic decline from which it has not yet emerged.

The climate of St. Helena has been the subject of acute controversy in the past, but it is now generally conceded that it is mild and equable and very healthy.

The four seasons of the year are not sharply differentiated. Spring may be said to exist from October to December, summer from January to March, autumn from April to June and winter from July to September.

Although the Island is situated in the heart of the South East Trades and surrounded by the cold South Atlantic current there are considerable varieties of temperature and rainfall between the coastal and hill zones.

In Jamestown the average annual rainfall is about 9 inches whilst in the hills it averages between 30 and 40 inches. Temperatures show similar differences. In Jamestown it varies between 68° and 90° in summer and between 57° and 70° in the winter. On the hills it is about 10° colder.

Storms are very uncommon and although the trade wind blows steadily throughout the year it rarely exceeds 50 miles per hour. Thunderstorms are almost unknown, the last one recorded being in 1897 when hail fell. Four earthquake tremors have been recorded in 200 years, the last being in 1864.

The climate, generally, is completely free from any of the evils of tropical or sub-tropical climates and no particular precautions are needed. The sun may be oppressive at times of exceptional drought and in the summer in Jamestown, but fatal results from exposure to it are extremely rare.

II.—GOVERNMENT.

By an Act of William IV, dated the 28th of August, 1833, the Island of St. Helena, as from the 22nd April, 1834, was transferred from the East India Company and became vested in the Crown.

Provision for the authority and appointment of Governor, for the establishment of a Council to assist the Governor and for the making and promulgation of laws, was made by a Royal Order in Council dated the 12th of October, 1835. This Order was revoked by an Order dated the 27th of July, 1863, when fresh provision was made.

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The Executive Council as it exists at present was established by "The St. Helena Order-in-Council, 1929", revoking previous Orders. By Instructions issued on the 5th of June, 1929, it is provided that the Council shall consist of the Senior Military Officer in Command of regular troops in the Island and of the person holding the substantive appointment of Government Secretary of the Island, as *ex officio* Members, and of such other persons as may from time to time be appointed. Provision was also included for the appointment of Extraordinary Members on special occasions.

At the present time there are three unofficial Members of Council.

Ascension.

By Letters Patent dated the 12th of September, 1922, Ascension became a Dependency of St. Helena, and it was provided that the Governor and Executive Council of St. Helena should have the same powers in relation to Ascension as they possess in relation to St. Helena. The local Manager of Cable and Wireless, Limited, is appointed as Resident Magistrate and is a Member of the Executive Council of St. Helena.

Tristan Da Cunha.

By Letters Patent dated the 12th of January, 1938, Tristan Da Cunha and the associated Islands of Nightingale, Inaccessible and Gough were made Dependencies of St. Helena.

III.—POPULATION.

At the time of its discovery in 1502, St. Helena was uninhabited. From 1502 until 1659 it was used by ships of all nations as a place where travellers and seamen might recuperate, and where fresh water and supplies might be obtained. In 1659 the East India Company sent John Dutton with a few soldiers and followers to annex the Island and form a settlement. These persons constituted the original European settlement of the Island, which from time to time was added to by more settlers and soldiers from England. Slaves from Africa and Asia, and in particular from Madagascar, were introduced, and in 1810 there was a large importation of Chinese workmen. This was followed in 1840 by a considerable influx of liberated African slaves. A few years later the St. Helena Regiment was recruited in England for service in the Island. The men of this Regiment were given certain facilities in regard to the acquisition of land and many of them formed permanent associations with the Island by intermarriage.

The Island population to-day is largely of mixed origin. Many of the present inhabitants bear the same names as the early settlers and some families are able to trace their descent to

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the refugees from the City of London after its destruction by fire in 1666. The language of the Island has always been English, and the English environment has become firmly established.

The population as ascertained by the Census taken in the year 1931 is classified as under:—

	Males.	*Females.*	*Total.*
Islanders	1,825	2,026	3,851
Other British Residents ...	77	65	142
Other Nationals	2	—	2
	1,904	2,091	3,995

The distribution of the population is shown in the following tables:—

District.	*Males.*	*Females.*	*Total.*
Jamestown, including the Briars and Ruperts Valley	706	823	1,529
Half Tree Hollow and Ladder Hill (including Garrison)	227	263	490
St. Paul's	157	173	330
High Point, Farm Lodge, Rosemary and Cleughs Plain ...	140	155	295
Blue Hill	140	124	264
Sandy Bay	143	146	289
Longwood and Hutt's Gate ...	391	407	798
	1,904	2,091	3,995

The estimated population on 31st December, 1938, was 4,474.

Births and Deaths, 1932–1938.

	1932.	*1933.*	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
Births	152	116	101	150	134	132	168
Deaths	58	68	47	45	66	32	61
Infant mortality per 1,000 births ...	131·5	172·4	138·6	80·00	126·87	45·45	107·14
Still-births (not included in above)			7	8	8	5	
Illegitimate births (included in above) ...			33	36	25	38	
Deaths of infants under 1 year old			12	17	6	18	

The population of Ascension as ascertained by the Census taken in the year 1931 is classified as under:—

St. Helenians	152
Other British Residents	36
	188

The population on the 31st December, 1938, was:—

St. Helenians	108
Other British Residents	51
	159

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IV.—HEALTH.

The Medical Establishment of the Colony is as follows:—

Senior Medical Officer.
Medical Officer.
Matron.
Nursing Sister.
Four Nurses.

Towards the end of the year the Government entered into an arrangement with a private dental practitioner whereby, in return for a fixed grant from Government funds, he is to provide free dental services to school children and to the poor.

The general health of the population throughout the year was affected by lack of employment and increased malnutrition was evident. The people as a whole have always been susceptible to ailments of the influenza type and there was a marked increase in this disease throughout the year particularly during an unusually severe winter.

A case of anthrax was unusual, this disease not having been recorded for very many years. Cases of mild chickenpox appeared among the school children from time to time. Five cases of Beri-beri were admitted to hospital in the year and efforts to combat this disease are being made by the free issue of vegetables and yeast tablets to the poorer members of the population.

Civil Hospital.—There are 19 beds at the civil hospital and the number of admissions was 321. This figure is unusually high, but the inhabitants are encouraged to enter the hospital for treatment rather than to remain at home, often in the most unsatisfactory surroundings.

Infant Welfare Clinics.—Two centres for Child Welfare were opened during the year and have been well attended. The first centre was opened in Jamestown in February and the second at Hutt's Gate in October, the former has 70 children on the register with an average attendance of 25, the corresponding figures for the Hutt's Gate Centre are 77 and 65.

Much valuable work has been done at these centres.

Poor House and Lunatic Asylum.—These two institutions are under the management and control of the Poor Relief Board, the medical supervision being the charge of the Senior Medical Officer. The health of the inmates has been good, but there is wide scope for improvement in the accommodation provided at both places.

Port Health.—The Senior Medical Officer is also Port Health Officer.

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V.—HOUSING.

The conditions of the housing throughout the Colony is one of the chief problems before the Government. During the year, five new cottages each with an acre of good cultivable land were completed and the construction of two others was begun. It is hoped to accelerate this programme in the future.

The preliminary work has also been undertaken for the repair and reconstruction of cottages in the country districts by the issue of material against repayment by instalments. In Jamestown the problem of improving the housing is more complex and cannot be undertaken without skilled advice. The appointment of a qualified Public Works Engineer has, however, been approved.

VI.—NATURAL RESOURCES.

Agricultural and Horticultural Products.

Much progress has been made during the year with the development of the agricultural station in order that it may become the centre for agricultural and horticultural information based upon the results of experiment.

Measures for the prevention of soil erosion have also been taken at Half Tree Hollow and a beginning has been made with the introduction of " terracing " in the gardens that form part of the Government's Country Housing Scheme. The planting of " live " hedges around the Government estates has also been completed and experience gained in the construction of dry stone walls.

Lily Bulbs.—During April, 9,250 bulbs of *Lilium longiflorum* were exported. This was an increase of 3,500 over the previous year. The progress made by this industry continues to be very promising. With the help of the Director, Royal Botanic Gardens, Kew, a display of the lilies in flower was arranged for a few weeks at the St. Helena stall in the Empire Exhibition at Glasgow. Photographs of a field of lilies in full flower, taken in St. Helena, were also exhibited. At the close of the Exhibition these were passed to the Director of the Imperial Institute for permanent display. Copies were also made for future use at various exhibitions by the Colonial Empire Marketing Board.

The small plots of *Lilium speciosum rubrum* and *Lilium myriophyllum* var. *superbum* (*L. sulphureum*) were increased as much as possible and the prospects for producing the bulbs of these lilies for export continues to be promising.

Five hundred bulbs of the Japanese *Lilium longiflorum* were imported from England in March and commenced to grow

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immediately after being planted. The first flowering took place in June-July, and, after a brief rest, the plants made a secondary growth towards the end of the year, which brought them into line with the flowering season of the local lilies. It is satisfactory to record that the second growth was stronger than the first and the number of flowers borne by each stem increased by more than 100 per cent.

Pyrethrum.—The small plots established in the trial grounds of the department again flowered very well at the end of the year and continue to justify the view that the production of pyrethrum for export is well worth following up.

The wet weather during the flowering period has shown that the drying of flowers on any large scale will require provision for drying sheds at Jamestown where the fresh flowers could be taken and prepared for shipment.

New Potatoes.—Previous attempts to ship potatoes to England for the Christmas market have been inconclusive, and it is considered that the packing was mainly responsible for failures. Compared with other exporting countries the difficulties of despatch from St. Helena are the time which must elapse between digging and arrival at the market, which amounts to some 18 to 21 days, and the fact that the potatoes must be carried through the equatorial belt. Attempts have, therefore, been made to ascertain the best method of packing and, at the end of November, 18 packages containing 936 lb. of potatoes were despatched to England for inspection by the Department of Scientific and Industrial Research. The report of the Department on the different methods of packing which were used in this shipment has not yet been received.

Geranium Oil.—A still of much larger capacity than the one previously used was constructed locally and erected on a suitable site at the Agricultural Station. Although the still cannot be considered entirely satisfactory for experimental work, a few ounces of oil of each of the five different kinds of Pelargoniums under cultivation were obtained by the end of the year. It is planned to obtain about 1½ lb. of oil from each variety before submitting them for examination, but, as the geranium plots are small, it is estimated that this amount cannot be obtained before the latter part of 1939.

A quantity of lemon grass was distilled and gave a good clear oil.

Five pints of Eucalyptus oil (*Eucalyptus globulus*) was also distilled and sent to the hospital. This proved to be very useful during the epidemic of colds and influenza which prevailed during the winter months.

Carob Beans (*Ceratonia Siligua*).—Early in the year seeds of this tree were obtained from France. Some 200 plants were raised and planted and are growing satisfactorily.

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Fodder Crops.—Uba Cane. The plants in the Nursery continue to flourish and a few were used to provide material for planting two small plots in the field below Plantation House.

Napier Grass.—These plants were raised from seeds obtained from Amani and proved a better type than those propagated from the solitary plant discovered at Prospect and removed to Scotland in 1936. They have made good growth and will provide a good quantity of planting material.

Dunn's Finger Grass.—This grass has proved to be the most successful of five different kinds obtained from the Department of Agriculture, South Africa, and a larger plot has been planted on a steep slope where the soil is of a friable and dusty nature. By the end of the year the grass was forming an excellent cover.

St. Helena Growers' Association.—Progress was made in the sale of produce to vessels of the Union-Castle Line, and the gross receipts since the inauguration of this trade were:—1931, £250; 1932, £339; 1933, £318; 1934, £368; 1935, £427; 1936, £578; 1937, £645; and 1938, £724.

Rat Campaign.—26,946 rats were destroyed during the course of the year.

Fibre Industry.—All the flax mills were closed for the greater part of the year on account of the fall in world prices.

Particulars of production and exports, etc., are as follows:—

	Produced	*Exported*	*Average price per ton London*		
	Tons	*Tons*	£	*s.*	*d.*
1934—Fibre	821	568	12	0	0
Tow	401	447	8	0	0
1935—Fibre	578	857	13	15	0
Tow	220	319	9	10	0
1936—Fibre	850	804	17	8	4
Tow	426	425	13	4	2
1937—Fibre	1,046	1,090	23	5	0
Tow	486	418	15	3	0
1938—Fibre	329	284	16	7	6
Tow	200	200	11	11	8

ASCENSION.

At Green Mountain, Cable and Wireless, Limited, possess a farm for the maintenance of imported animals, and gardens for the cultivation of vegetables. At the end of the year the stock consisted of 21 cattle, 496 sheep and some pigs.

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VII.—COMMERCE.

The main foodstuffs that are required to be imported into the Colony are flour, rice, sugar, lard and lard substitutes, margarine, salted meat and provisions.

The principal exports are New Zealand Fibre (*Phormium Tenax*) and its bi-product tow, which together form 87 per cent. of the total exports.

There is a small trade in supplying vegetables to ships.

During the year under review the London market price of fibre fell to a lower level than that obtaining for two years past and resulted in the closing of a number of flax mills and a substantial decrease in the exports of this commodity.

The aggregate value of external trade, exclusive of bullion and specie, for the year amounted to £44,394, as compared with £63,771 for the previous year. Imports showed a decrease of £215 and exports a decrease of £19,162.

The following tables show the principal heads and respective values for the past five years:—

Imports	*1934* £	*1935* £	*1936* £	*1937* £	*1938* £
Food, drink and tobacco ...	17,545	17,487	18,861	21,241	21,756
Raw materials and articles mainly unmanufactured ...	1,145	966	1,152	1,315	1,053
Articles wholly or mainly manufactured	13,986	11,371	12,823	15,272	14,804
Miscellaneous and unclassified	—	—	—	—	—
	32,676	29,824	32,836	37,828	37,613
Bullion and specie	800	—	—	—	—
	£33,476	29,824	32,836	37,828	37,613

Domestic Exports	*1934* £	*1935* £	*1936* £	*1937* £	*1938* £
New Zealand fibre	5,759	9,782	12,989	21,210	4,006
New Zealand tow	2,457	2,005	4,299	4,107	1,891
New Zealand rope and twine	498	237	417	292	337
Other articles (wool, etc.) ...	100	503	161	334	547
	£8,814	12,527	17,866	25,943	6,781

Re-exports					
Other articles	100	258	387	431	1,933
Bullion and specie	35	1,440	300	30	—
	£135	1,698	687	461	1,933

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IMPORTS.

The following table shows the value and percentage of the total imports (excluding bullion and specie) for the past five years, and the principal supplying countries:—

Country	1934 £	1934 Per cent.	1935 £	1935 Per cent.	1936 £	1936 Per cent.	1937 £	1937 Per cent.	1938 £	1938 Per cent.
United Kingdom ...	21,329	65	18,964	63	22,130	67	26,687	70	23,553	63
South Africa ...	6,345	20	2,303	8	2,824	9	2,946	8	1,953	5
British India ...			1,678	6	2,414	7	2,192	6	2,282	6
Rest of Empire			2,384	8	2,148	7	2,348	6	1,870	5
Total Empire ...	27,674		25,329		29,516		34,173		29,658	
Foreign Countries...	5,002	15	4,495	15	3,320	10	3,655	10	7,955	21
Total ...	32,676		29,824		32,836		37,828		37,613	

Importations from South Africa consisted mainly of grain, meal, wines, tobacco, fruit and coal.

Importations from other Empire countries consisted mainly of rice, flour, butter, tea and cheese.

Importations from Foreign countries consisted mainly of petrol and paraffin oil (from U.S.A., value £1,717), meat, tea, milk, lard, flour, matches and timber.

EXPORTS.

The following table shows the value and percentage of the total domestic exports for the past five years, and the principal countries of destination:—

Country	1934 £	1934 Per cent.	1935 £	1935 Per cent.	1936 £	1936 Per cent.	1937 £	1937 Per cent.	1938 £	1938 Per cent.
United Kingdom ...	8,392	95	11,155	89	15,570	87	25,651	99	5,993	88
South Africa ...	422	5	1,202	10	2,296	13	292	1	440	7
Total Empire ...	8,814		12,357		17,866		25,943		6,433	
Foreign Countries...			170	1					348	5
Total ...	8,814		12,527		17,866		25,943		6,781	

The decrease in the value of exports is due to the closing of eight fibre mills owing to the decrease in the market value of fibre.

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Re-exports.

The following table shows the value of re-exports (excluding bullion and specie) for the past five years, and countries of destination:—

Country	*1934*	*1935*	*1936*	*1937*	*1938*
United Kingdom... ...	19	123	15	75	12
South Africa	81	135	372	356	173
High Seas (Cableship *Norseman*)	—	—	—	—	1,700*
Argentine...	—	—	—	—	48
	100	258	387	431	1,933

* Submarine Cable.

Imports.

The following table shows the values of the principal imports for the years 1937 and 1938, together with the increases or decreases, and the principal sources of supply:—

Commodity	*Principal source of supply*	*1937* £	*1938* £	*Decrease— Increase+* £
Lard and lard substitutes and margarine	United Kingdom, Argentine ...	2,222	2,153	— 69
Butter	South Africa, Eire, New Zealand, Australia, Argentine ...	687	862	+ 175
Meat	United Kingdom, Denmark, Argentine, Lithuania	954	1,276	+ 322
Confectionery ...	United Kingdom	646	706	+ 60
Flour...	United Kingdom, Australia, S. Africa, Argentine	5,138	4,582	— 556
Provisions	United Kingdom	1,105	1,743	+ 638
Rice	British India, Argentine, Siam...	2,056	2,418	+ 362
Sugar	United Kingdom	1,923	1,867	— 56
Tobacco and cigarettes	United Kingdom and S. Africa	1,080	1,037	— 43
Drapery, apparel, etc.	United Kingdom	2,902	3,261	+ 359
Motor cars and lorries, parts and accessories ...	United Kingdom	1,785	740	—1,045
Petrol and oil ...	U.S.A.	926	1,787	+ 861
Coal and coke ...	United Kingdom and S. Africa ...	1,236	324	— 912
Hardware, Machinery, etc.	United Kingdom	2,373	2,813	+ 440
Beer, wines and spirits	United Kingdom and S. Africa ...	1,656	1,697	+ 41

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The undermentioned quantities are also recorded:—

	1937	1938	Decrease — Increase +
Beer, wines and spirits ...	6,823 gal.	7,208 gal.	+ 385 gal.
Tobacco and cigarettes ...	6,643 lb.	7,061 lb.	+ 418 lb.

There was an increase in the value of imports under food, drink and tobacco (£515), and a decrease under raw materials and articles mainly unmanufactured (£262), and articles wholly or mainly manufactured (£468). The principal increases in importations being butter, meat, provisions, rice, drapery, petrol and oil, hardware and machinery. The principal decreases occurred in importations of flour, motor cars and lorries, etc., and coal and coke.

EXPORTS.

The following table shows the quantities of the principal domestic exports during the past five years:—

Commodity	1934 Tons	1935 Tons	1936 Tons	1937 Tons	1938 Tons
Fibre	568	857	804	1,090	284
Tow	447	319	425½	418	199½
Rope and Twine	25	11	17½	11½	14
Totals...	1,040	1,187	1,247	1,519½	497½

The decrease in tonnage of exports is accounted for by the closing of eight flax mills owing to the decrease in the market value of fibre.

Fibre and tow is shipped to England, and rope and twine to South Africa.

The following tables show the imports and exports respectively of coin and notes:—

Imports of coin and notes	1934 £	1935 £	1936 £	1937 £	1938 £
Coin	800	—	—	—	—
Notes	200	—	—	1,000	—
Totals	£1,000	—	—	1,000	—

Exports of coin and notes	1934 £	1935 £	1936 £	1937 £	1938 £
Coin	35	1,440	300	30	—
Notes	—	361	900	3,000	1,300
Totals	£35	1,801	1,200	3,030	1,300

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VIII.—LABOUR.

The labour position in the Colony continues to be unsatisfactory, and the closing of all the fibre mills for the greater part of the year necessitated the employment of large numbers of unemployed on various minor works as a form of relief.

At the close of the year arrangements were being completed for four mills to be operated on a Government subsidy. The agreement provides for paid holidays, a minimum wage of 10s. 6d. per week, overtime rates and a 50-hour week for the workers.

The numbers for whom no permanent employment can be provided continue to increase, and if the claims of youths between the ages of 18 and 21 are taken into consideration, it is estimated that with all the flax mills in operation 180-200 men would still have no permanent work and would have to be employed on public relief works. It is only rarely, however, that the total number of mills, nine in all, are in operation continuously.

The most notable advance in the improvement of labour conditions was the increase in the Government rate of wage from 12s. to 15s. per week.

IX.—WAGES AND COST OF LIVING.

Wages for skilled and semi-skilled workmen vary from 2s. to 3s. 6d. per day.

The Government wage for adult unskilled labour is 2s. 6d. per day amounting to 15s. per week of 45 hours, the half-day on Saturday counting as a full day.

In the flax mills the average daily rate for men is 1s. 9d. for a nine-hour day.

In domestic service the monthly wage with board and lodging for housemaids varies from 10s. to £2, for cooks from 30s. to £2, and for male servants from 30s. to £4 15s.

Good meat is obtainable at 1s. per lb.; fish is very cheap, but the supply is extremely limited and scarce in the country districts. Eggs vary according to season from 1s. 6d. to 2s. per dozen, fresh butter is 3s. per lb.; and imported butter 2s. per lb.; fresh milk is 5d. per imperial pint, and the price of fresh vegetables varies with the supply which is very limited at certain seasons. Rice, which forms the staple article of diet of St. Helenians, is 2½d. per lb., and potatoes vary throughout the year from 6d. to 2s. per gallon of 7 lb.

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Limited accommodation is available for visitors, and St. Helena has attractions as a place of residence for those who seek a congenial climate and quietude. It is estimated that two people could live comfortably and in full enjoyment of all the Island has to offer including the cost of motor transport, which is heavy, on £500 to £550 a year. With a more limited range of activity two people could live on considerably less.

X.—EDUCATION AND WELFARE INSTITUTIONS.

There was no change in the educational system during the year 1938. There are eight elementary schools and the Superintendent's class for pupil teachers and for those who wish to avail themselves of the opportunity of continuing their studies in some subjects, which include English, French, Latin, arithmetic, algebra and book-keeping.

Of these eight elementary or primary schools three are under Government direction, viz.:—

The Boys' School in Jamestown.
The Girls' School in Jamestown.
The Country School at St. Paul's.

The management of the three Government schools comes directly under the Board of Education. Of the five other schools, the three Hussey Charity Schools are managed by the Local Trustees of the Charity, the Sandy Bay School by the St. Helena Benevolent Society and the Holbech Memorial School at Blue Hill by the diocese of St. Helena.

The expenditure on education as approved in the Colony's Estimates was £1,180 which included a grant-in-aid to the non-official schools of £280.

The numbers of children attending the eight schools are as follows:—

Government:		
The Boys' School	82	
The Girls' School	142	
The Country School	108	
		332
Non-Government:		
Half Tree Hollow	121	
Hussey Charity	120	
Hutt's Gate	147	
Sandy Bay	57	
Blue Hill	35	
		480
Total		812

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There is no secondary education in the Colony. There are no exclusively European schools in the Colony and all the schools are of the same class and standing. Education is wholly primary with the exception of a pupil teachers class held one day a week by the Superintendent of Education.

The teaching staffs are recruited under a system of pupil teachers who take a four years' course under the direction of the Superintendent of Education.

Vocational Training.

The woodwork class at the Government Boys' School has been extended and has proved useful in teaching the senior boys of the two town schools the elements of carpentry and how to handle and take care of tools.

The continuation class for girls, also started during the year, is a continuance of the needlework begun at the primary school and belongs to the post-elementary period.

The medical officers keep in touch with the schools and send in their own reports to the Government. Instruction in simple hygiene is part of the school's curriculum.

The facilities for playing games at the schools are poor and should be improved as soon as funds permit. Outside of school the boys enjoy opportunities of cricket and football practice in which many learn to excel and later on take their places in the Island leagues.

There is also room for a great deal of improvement in school buildings and equipment.

Religious instruction is given in all the schools and, of the 344 school population in Jamestown, 240 attend the Church Sunday School and others the Baptist and Salvation Army Sunday Schools. In addition there are vigorous groups of Boy Scouts and Girl Guides who, considering the poverty of the children and the very limited resources, reflect much credit on both movements and the labours of the organizers.

The close of the year marks the end of the Rev. Canon Walcott's long association with education in the Colony. His work, carried out often in the face of great difficulties, is deserving of the highest praise.

Welfare Institutions.

Infant Welfare Clinics have been opened at Jamestown and Hutt's Gate and it is hoped that two more clinics will be established in other areas in the coming year. The appointment of a Health Visitor has been approved. The grant of children's allowances in connection with unemployment relief, and the

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free issue of cod liver oil and marmite to school children are other measures that have been adopted to deal with the prevailing poverty.

The local Friendly Societies have continued to maintain and improve their position in spite of heavy calls made upon them due to epidemics of influenza.

The Mechanics Society celebrated the centenary of its foundation in November when the anniversary meeting provided a remarkable demonstration of the strength and well-being of the Society.

Particulars of the societies are appended below:—

ST. HELENA FRIENDLY SOCIETIES.

Name.	*Membership.*	*Invested Funds* £
Men.		
Ancient Order of Foresters	350	1,493
Mechanics Society	509	1,183
Working Men's Christian Association ...	325	395
Poor Society	376	3,675
Total	1,560	
Women.		
Church Provident Society for Women ...	533	1,125
Children.		
Children's Benefit Society	246	138
Grand Total	2,339	

XI.—COMMUNICATIONS AND TRANSPORT.

There is a regular communication once a month with England and South Africa by the Union-Castle steamers. In addition an American Steamer of the American-African Line called on two occasions.

The vessels which called during the year were as follows:—

British vessels	31
British warships	5
American vessels	2
Other foreign vessels	4
Yachts	1
	43

Forty-one miles of road are maintained by the Public Works Department, and although grades are steep and in some places narrow, the roads of the Island compare very favourably with those in other countries.

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Eighty-eight motor cars and lorries are registered and licensed.

There is no wireless station in St. Helena, but there is a cable station with communication to all parts of the world.

The Empire short-wave broadcasting service is received well in the Island.

There is regular postal communication each month between the Colony and England and South Africa. Mails are also made up as other occasions present themselves.

XII.—PUBLIC WORKS.

Unemployment relief measures have thrown a considerable burden on the Public Works Department throughout the year and much work has been done in repairing by-roads and paths in the country districts that are used by large numbers of pedestrians.

The road, water and drainage systems have been maintained at their usual standard.

The department has also completed three cottages in Jamestown, five in the country districts as well as an office and store for the Agricultural Department.

XIII.—JUSTICE, POLICE AND PRISONS.

In addition to all local Ordinances and Orders in force, the law of the Colony consists of so much of the law of England for the time being as is applicable in the light of local circumstances.

The Supreme Court of St. Helena, which is a Court of Record, was established by Order in Council of 13th February, 1839. Subsequent Orders extended its jurisdiction to Matrimonial and Divorce Cases. By an Order in Council of the 3rd October, 1935, it is lawful for the Supreme Court to be held before the Governor of the Colony or other proper person appointed by him; and the Governor may be assisted at his discretion by Assessors who must be members of the Executive Council or Justices of the Peace.

There were three civil cases and eight criminal cases before the Supreme Court during the year.

Summary jurisdiction is exercised by the Magistrate and Justices of the Peace. There were 60 cases dealt with during the year as compared with 82 the previous year.

The Small Debts Court, which has jurisdiction up to sums not exceeding £25, is established by Ordinance No. 2 of 1905.

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Nine cases were brought before the Court during the year as compared with two the previous year.

Gaol.—During the year 16 persons were committed to prison as compared with 18 in 1937.

Police.—There have been no serious criminal cases.

XIV.—LEGISLATION.

Ten Ordinances were enacted during the year, of which the most important were the Pasturage (Government Lands) Ordinance, repealing the Man and Horse and Botleys Lay (Regulations) Ordinance, 1843; Juries (Amendment) Ordinance; Plants Protection Ordinance; and the Recreation and Play Grounds Ordinance.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

The Government Savings Bank is the only Banking institution in the Colony.

The aggregate balances of depositors accounts during the last five years were as follows:—

Year	*Balance of depositors at 31st December* £
1934	21,200
1935	22,527
1936	23,744
1937	25,033
1938	24,701

The total number of depositors on 31st December, 1938, was 237 as compared with 240 on the corresponding day of 1937.

The invested portion of the Savings Bank Deposits at the end of the year is represented by stock of the mean market value of £22,651.

By the St. Helena Coinage Order, 1925, all coins which under the Coinage Acts of 1870 and 1891 are legal tender in the United Kingdom, and all silver coins which under the Coinage Act, 1922, are legal tender in the Union of South Africa, are legal tender in the Island of St. Helena.

By the Weights and Measures Ordinance, 1905, the weights and measures for the time being lawfully in use in the United Kingdom and no others are to be used in St. Helena.

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XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The revenue collected during the year, including a free grant of £1,542 from the Colonial Development Fund, amounted to £26,912 being £41 below the Estimates, and showing a decrease of £14,524 as compared with the revenue of the previous year. Revenue, excluding Colonial Development Fund, was £560 below the Estimates. There was no grant-in-aid in 1938.

The decrease of Revenue as compared with the Estimates was mainly due to sales of stamps at St. Helena and Ascension being £1,064 below the estimate, and to waiving of the payment by Messrs. Cable and Wireless, Ltd., as from 25th April, 1938, on account of their occupation of Ascension Island which caused a decrease of £1,019; against which there were increases under customs duties £1,001 due to importation of petrol, oil, cigarettes and wines being greater than the amount estimated for and also under the following heads—port and marine, wharfage £162, rent of Government properties £181, and interest £109.

The following table shows the revenue and expenditure of the Colony for the last five years:—

Year.	*Revenue.*	*Grants by Colonial Development Fund.*	*Grants-in-aid by His Majesty's Treasury.*	*Total Revenue.*	*Total Expenditure.*
	£	£	£	£	£
1934 ...	21,974	—	2,500	24,474	23,792
1935 ...	21,089	—	—	21,089	20,487
1936 ...	20,198	—	3,000	23,198	19,569
1937 ...	41,186	250	—	41,436	23,191
1938 ...	25,370	1,542	—	26,912	29,930

The Revenue for the year 1938 as compared with the preceding year is summarised hereunder:—

	1937.	*1938.*
	£	£
Customs	5,276	6,251
Port and Marine	1,588	1,554
Licences, Taxes, etc.	676	648
Fees of Court or Office and Reimbursements...	740	770
Post Office	14,446	6,774
Revenue from Government Properties ...	1,125	1,441
Interest	226	459
Miscellaneous	39	67
Ascension	17,070	7,406
Grant-in-aid	—	—
Grant from Colonial Development Fund ...	250	1,542
	£41,436	£26,912

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The Expenditure for the year as compared with the preceding year is as under:—

	1937. £	1938. £
Pensions and Gratuities	1,542	1,120
Governor	1,087	1,604
Secretariat	1,565	1,356
Treasury, Customs, Port and Marine... ...	871	965
Post Office	1,117	1,034
Public Health	3,213	3,666
Education	1,207	1,270
Agriculture and Forestry	1,339	1,496
Police and Gaol...	880	943
Public Works Department and Recurrent ...	3,249	4,207
Miscellaneous	1,253	1,344
Ascension	2,521	2,787
Public Works Extraordinary	3,114	1,777
Colonial Development Fund	233	1,542
Unemployment Relief	—	4,819
	£23,191	£29,930

The Statement of the Assets and Liabilities of St. Helena as at 31st December, 1938, shows:
Assets £50,818. Liabilities £28,049.

Taxation.

The principal sources of taxation and the yield during the year 1938 were as follows:—

	£
Customs :—	
Import Duties	6,251
Port and Marine Dues :—	
Shipping Dues	192
Wharfage Dues	1,362
Licences :—	
Carriages, Carts, and Horses	36
Motor Cars and Lorries	261
Boats	122
Firearms and Game	28
Rates :—	
Water	135

Under the Customs (Amendment) Ordinance, 1938, the following alterations were made to the Customs Tariff (Part I of Schedule II):—

Item		
37c	Rice	General tariff 1s. 6d. per 112 lb. reduced to "Free."
50	Lard and lard substitutes.	Preferential tariff 2s. 1d. per 100 lb. reduced to "Free."
		General tariff 2s. 6d. per 100 lb. reduced to 2s. 1d.

These alterations were effective from 16th October, 1937.

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Public Debt.

There is no public debt.

XVII.—MISCELLANEOUS.

A note on the land tenures of the Colony will be found in the Annual Report for 1934.

During the year five 1-acre plots of good cultivable land have been leased to St. Helenians in connection with the Colonial Development Fund Housing Scheme. The object of this scheme is to improve housing and by making a plot available for each cottage to assist the islanders in improving their standard of life.

Apart from unoccupied land known as " Crown Waste ", the Island is divided into large and small holdings, many of which however are held by a small number of persons. The acreages of these holdings are as follows:—

	No. of Holdings.
Under 10 acres	414
Over 10 and under 50	57
Over 50 and under 100	9
Over 100 and under 1,000	2
Over 1,000	Nil

The only legislation dealing with land is " The Conveyancing and Registration Ordinance, 1893 ", which simplifies conveyancing and provides for the registration of deeds.

The area of the Island is approximately 30,000 acres of which 8,600 acres are regarded as cultivable.

XVIII.—GENERAL.

His Excellency Henry Guy Pilling, C.M.G., assumed office as Governor and Commander-in-Chief on the 16th March, 1938.

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APPENDIX.

Books on St. Helena of General Interest.

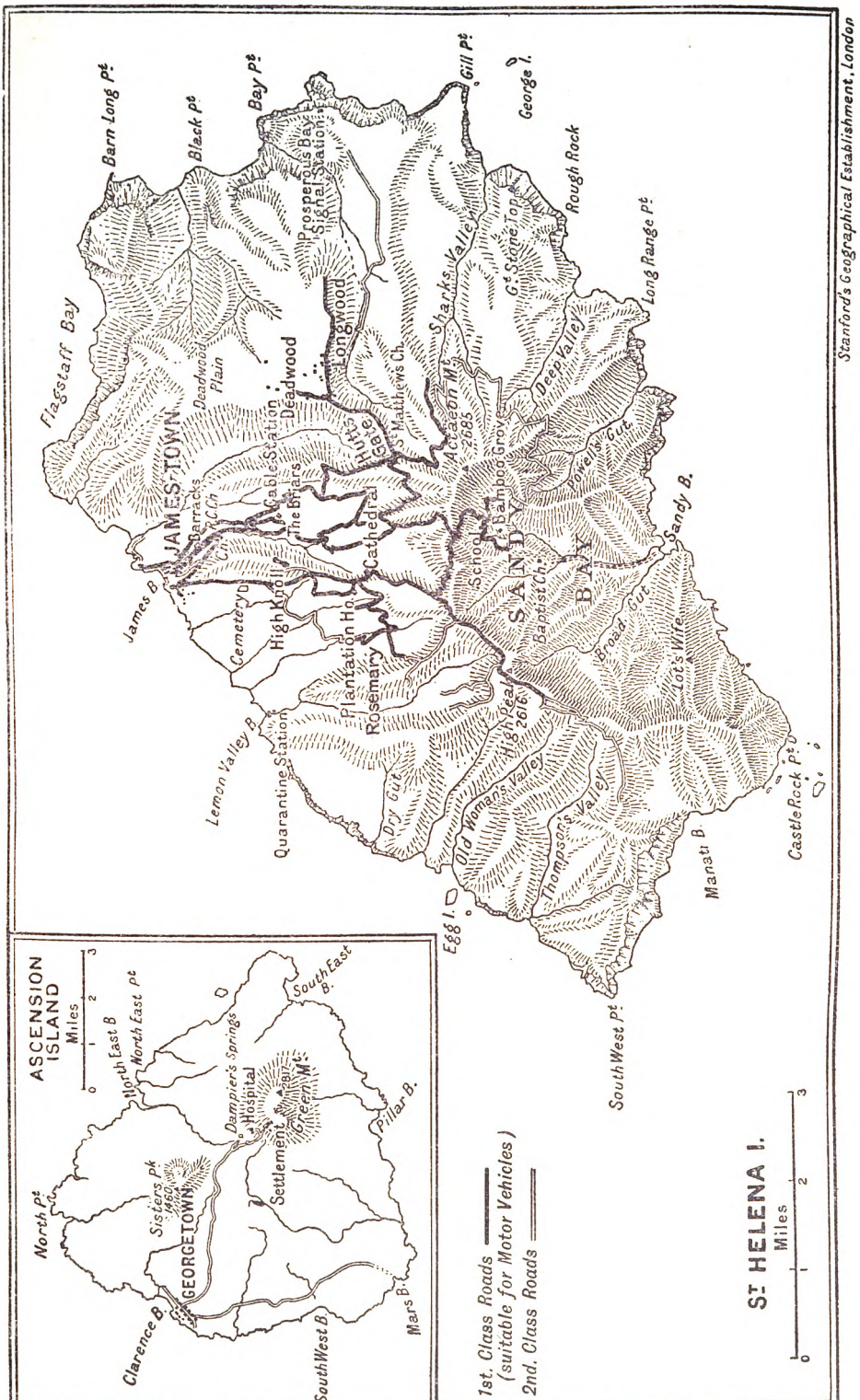
Title.	*Publishers or Agents.*	*Price.*
"A History of the Island of St. Helena," 1808, by T. H. Brooke. 2nd Edition, 1824.	Publishers to East India Company.	—
"St. Helena," by J. C. Mellis, 1875 ...	L. Reeve & Co., London.	—
"St. Helena—the Historic Island," 1903, by E. L. Jackson.	Ward, Lock & Co., Ltd., London.	—
*"Napoleon in Exile," 1915, by Norwood Young. (Two Volumes).	Stanley Paul & Co., London.	£1 12s.
"St. Helena Who's Who," 1919, by Arnold Chaplin.	A. L. Humphreys, London.	—
"On board a Union Steamer," 1822, by Capt. S. P. Oliver.	W. H. Allen & Co., Ltd., London.	8s.
"Campbell's Political Survey of Great Britain," 1774.	—	—
"A Tour through St. Helena," by Capt. John Barnes, R.N., 1817.	J. M. Richardson, London.	—
"Six months on Ascension," by Mrs. Gill, 1878.	John Murray, London.	Out of print.
"Tracts relative to the Island of St. Helena," by Beatson, London, 1816.	G. and W. Nicol, and J. Booth, London.	—
"Extracts from Records of St. Helena," by H. R. Janisch, C.M.G., 2nd Edition, 1908.	"Guardian" Printing Office, Jamestown.	—
"History of St. Helena," by Sir William Foster (English Historical Review, July, 1919).	—	—
"The Loss and Recapture of St. Helena," by C. R. Boxer, The Mariners Mirror No. 4, October, 1930.	—	—
"The Earliest Exile of St. Helena Fernao Lopez," by Hugh Clifford, Blackwoods Magazine, May, 1903.	—	—
"Report to the Secretary of State for India in Council on the Records of the India Office," by F. C. Danvers, 1888.	His Majesty's Stationery Office.	—
"The Africa Pilot," Part II, 8th Edition, 1930.	His Majesty's Stationery Office.	—
"A Historical Geography of the British Colonies," by Sir C. P. Lucas, Vol. III, Oxford, 1913.	—	—
"The Voyage of the Beagle," by Charles Darwin, Many Editions.	—	—
"Ste. Hélène," by E. Masselin, Henri Plon, Paris, 1862.	—	—
"St. Helena by a Bird of Passage," 1865.	Houlston and Wright, London.	—
"A Guide to St. Helena," by Joseph Lockwood, 1851.	Geo. Gibb, St. Helena.	—
"A Few Notes on St. Helena," by Benjamin Grant, 1883.	—	—

* This work contains a bibliography of 172 publications referring to the captivity of the Emperor Napoleon in St. Helena.

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Title.	*Publishers or Agents.*	*Price.*
"A Description of the Island of St. Helena," Anonymous. 1805.	R. Phillips, London.	—
"Report on the Agricultural Resources of St. Helena," by D. Morris, Reprinted in 1906. (Cd. 3248, Colonial Report Misc. No. 38.)	His Majesty's Stationery Office.	3½d.
"Geological Notes on St. Helena, by various writers, with remarks on the Economic Geology of that Island, and Geological Map," by Sir Albert Kitson, C.M.G., C.B.E., April, 1931, (Colonial No. 66).	His Majesty's Stationery Office.	1s. 3d.
"Report on the Fisheries of St. Helena," by J. T. Cunningham, M.A., F.Z.S., 1910. (Cd. 4998, Colonial Report Misc. No. 69.)	His Majesty's Stationery Office.	1½d.
"Report on the Marine Molluscan Fauna of the Island of St. Helena," by Edgar A. Smith, 1890. Proceedings of Zoological Society of London, 1890, Part II, pp. 247–317.	—	—
"The Marine Fisheries and Invertebrates of St. Helena," by J. T. Cunningham, 1911.	—	—
"The Manatee of St. Helena," by T. H. Mortensen, Copenhagen, 1933.	—	—
"Ste. Hélène," par Octave Aubry ...	Flammarion, Paris.	25 francs.
"St. Helena," (English translation of "St. Hélène" by Octave Aubry).	Victor Gollancz & Co. Ltd.	18s.
"IslandLife," by A. R. Wallace, 1880	MacMillan & Co., London.	—
"St. Helena, 1502–1938" by Philip Gosse, 1938.	Cassell & Co., Ltd.	15s.

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE BRITISH SOLOMON ISLANDS PROTECTORATE FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

The British Solomon Islands Protectorate is situated between the parallels of 5° South and 12° 30′ South, and the meridians of 155 ° and 170° of East longitude.

The Protectorate consists of a double row of mountainous islands, extending at its extremities from Bougainville Straits to Mitre Island, in the Santa Cruz Group, for a distance of 900 miles, and north and south from the Ontong Java Group to Rennell Island for a distance of 430 miles, of which about 11,000 square miles are land.

The native population (mainly Melanesian) was calculated to be 93,415 at the last census taken in April, 1931.

The Solomon Islands were first discovered in the year 1568 by Alvaro de Mendana, while on a voyage of discovery from Peru. The island first sighted he named Ysabel because it was on that Saint's day that he left Callao. In the year 1595 a second expedition under Mendana sailed from Peru, but failed to locate the island of Guadalcanal, whereon it was intended he should form a settlement, and he arrived in the Santa Cruz Group and landed at Graciosa Bay. The new colony proved a failure, the

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death of Mendana put an end to any prospect of success, and the remnants of the original party returned to Peru.

In 1767 Captain Cartaret re-discovered the Santa Cruz Group and the north-west coast line of the island of Malaita.

In the same year de Bougainville in the frigate *La Bouleuse* sailed from Montevideo on a deliberate quest of the Terra Australis, which he missed, and arrived at New Guinea; in sailing back he passed through the Straits which are the present north-eastern boundary of the Protectorate, the island to the north being named Bougainville after him, and the one to the south named after Choiseul, who was at the time Minister of France.

Twenty years later, and 700 miles to the south-east, la Perouse, in command of the French frigates *L'Astrolabe* and *La Boussole,* on a voyage of discovery, was wrecked at P'iou on the island of Vanikoro. His fate was unknown for 40 years.

From this time many Europeans visited the Group, and the British ships-of-war paid periodical visits.

In 1860 natives were recruited to work on plantations in Queensland and Fiji. The recruiting for Queensland ceased in 1903 and most of the natives were repatriated. Recruiting for Fiji continued until 1910.

Between the years 1860 and 1893 the number of resident white traders gradually increased, until at the time of the Proclamation in 1893 of the British Protectorate over the Southern Solomon Islands (Guadalcanal, Savo, Malaita, San Cristoval, the New Georgia Group and its Dependencies) the number of white residents approached 50.

In 1898 and 1899 the islands of the Santa Cruz Group, including Utupua, Tucopia, Vanikoro, the remote islands of Cherry and Mitre, Sikaiana, and the islands of Rennell and Bellona, were added to the Protectorate, and in 1900 the Northern Islands, namely, Ysabel, Choiseul, the islands of the Bougainville Straits, south and south-east of the main island of Bougainville, and the atoll group of Ontong Java, were transferred under convention from Germany to Great Britain.

The population of the Protectorate in April, 1931, was:—

Europeans	478
Native (Melanesian)	89,568
Native (Polynesian)	3,847
Chinese	164
Japanese	8
Malays...	1
Total	94,066

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The climate of the Solomon Islands, owing to the prevalence of malaria and the general humidity of the atmosphere, is not healthy, but the conditions of living have been progressively improved during recent years and the possibilities of good health during temporary residence are far greater than formerly.

Generally speaking, the seasons are well defined by the trade winds. The south-east season lasts from April until November, when the lowest minimum temperature is recorded, and the highest mean and maximum temperatures are, as a rule, recorded in the months from November to April, which is commonly known as the north-west season.

The rainfall varies considerably from month to month and year to year; the average rainfall, recorded at Tulagi, is approximately 120 inches a year.

II.—GOVERNMENT.

The British Solomon Islands Protectorate is administered by a Resident Commissioner (stationed in Tulagi) acting under the authority and control of the High Commissioner for the Western Pacific (who resides in Suva, Fiji).

There is no Legislative Council. Laws are made by the High Commissioner—in the form of King's Regulations—under powers conferred by the Pacific Order in Council, 1893.

There is an Advisory Council, consisting of the Resident Commissioner and not more than seven members, three of whom are officials:—

Official Members.

R. Hyne, Chief Magistrate and Legal Adviser.

F. E. Johnson, I.S.O., Treasurer.

S. G. C. Knibbs, Commissioner of Lands and Crown Surveyor.

Non-Official Members.

D. Mackinnon, M.B.E.

Right Reverend W. Baddeley, D.S.O., M.C., Bishop of Melanesia.

J. C. M. Scott.

C. E. Hart.

The Protectorate is divided up into eight administrative areas, each under a District Officer.

There is no form of municipal or local government or any Town Council at present.

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III.—POPULATION.

The Native population of the Protectorate at the last census taken in 1931 was as follows:—

Administrative District.	*Males over 16 years.*	*Females over 16 years.*	*Males 16–6 years.*	*Females 16–6 years.*	*Males under 6 years.*	*Females under 6 years.*	*Total.*
Nggela and Savo	2,149	1,300	254	247	700	650	5,300*
Santa Cruz ...	1,865	1,596	347	193	575	504	5,080*
Ysabel and Cape Marsh ...	2,324	1,312	877	581	323	283	5,700*
Guadalcanal ...	4,559	4,387	1,944	1,338	1,028	959	14,215*
Malaita	12,669	12,058	5,484	4,732	2,748	2,376	40,067*
Eastern Solomons	2,430	2,160	245	213	1,382	1,130	7,560*
Shortlands ...	612	382	99	41	81	86	1,301*
Gizo	2,642	1,708	1,036	823	509	455	7,173*
Choiseul ...	—	—	—	—	—	—	4,051*
Lord Howe ...	—	—	—	—	—	—	750†
Rennell and Bellona Islands	—	—	—	—	—	—	1,500†
Sikaiana... ...	—	—	—	—	—	—	235†
Unclassified ...	—	—	—	—	—	—	483*
Totals ...	29,250	24,903	10,286	8,168	7,346	6,443	93,415

* Mainly Melanesian. † Mainly Polynesian.

No very great change in the population has taken place since the last census.

The natives of the Protectorate are for the most part of Papuo-Melanesian stock with variations in skin colour, texture of hair and general physical characteristics.

In certain outlying islands, such as Lord Howe, Rennell, Sikaiana, Santa Catalina and Tucopia, the natives are of Polynesian stock.

The physique of the natives varies considerably in the different islands and even on the same island. It will be found that on the larger islands of Malaita, Guadalcanal, and Choiseul, the "bush" natives are generally of better physique than the "salt-water" natives.

The average height of the Melanesian is about 5 feet 3 inches and the average weight is about 9 stone 2 lb. The Polynesian is a taller and larger-built man.

In general, the natives are a heterogeneous people of varying races, cultures, religions and standard of living. For this

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reason, generalities are apt to be misleading as a statement which is perfectly true of one island or section of an island may be entirely inapplicable to another part of the Group.

The natives, prior to contact with Europeans, were in the Neolithic stage of civilization.

Births and Deaths are recorded in the following Districts:—Guadalcanal, Gizo, Nggela and Savo, Eastern Solomons, Shortlands and Ysabel.

The following table gives the latest figures available:—

District.	1936. *Births.*	1936. *Deaths.*	1937. *Births.*	1937. *Deaths.*	1938. *Births.*	1938. *Deaths.*
Guadalcanal ...	425	436	352	392	342	390
Gizo	198	95	249	96	137	91
Nggela and Savo ...	138	147	99	157	112	84
Eastern Solomons ...	—	—	—	—	17*	17*
Shortlands	—	—	—	—	13	13
Ysabel	77	45	102	41	58	51

* Incomplete.

There are no records from which infantile mortality rates may be calculated.

BIRTH AND DEATH RATES (PER 1,000).

District.	1936. *Births.*	1936. *Deaths.*	1937. *Births.*	1937. *Deaths.*	1938. *Births.*	1938. *Deaths.*
Guadalcanal ...	29·9	30·6	24·7	27·5	24·1	27·4
Gizo	27·6	13·2	34·7	13·3	19·1	12·6
Nggela and Savo ...	26·0	27·7	18·6	29·6	21·1	15·8
Eastern Solomons ...	—	—	—	—	—	—
Shortlands	—	—	—	—	9·9	9·9
Ysabel	13·5	7·9	17·8	7·1	10·1	8·9

Of the records available the only excess of deaths over births is shown in the Guadalcanal District. This was due to epidemic influenza.

IV.—HEALTH.

The year may be considered a satisfactory one from a health point of view. Apart from local epidemics of influenza, which continue to occur at intervals, there was no unusual incidence of diseases. Hospital admissions, however, showed an increase on previous years.

The Yaws and Hookworm Campaign was continued among the natives as in past years.

A Leprosy Survey was made by Dr. James Ross-Innes. He examined 21,615 natives and found 221 lepers among them, giving an infection rate of 1·02 per cent.

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Native Labour.

On the 1st April, 1938, a revised ration scale was introduced enforcing the issue of peas, beans or onions, or an approved native vegetable, weekly. This has improved the health of native labourers and it is hoped that Beri Beri will disappear completely. There were 22 deaths among labourers and of these nine were due to pneumonia.

The complete list of cause of death is as follows:—

Pulmonary tuberculosis	3
Pneumonia lobar...	9
Meningitis (broncho)	2
Malaria	1
Nephritis	1
Accidents	1
Unknown	5

V.—HOUSING.

European buildings throughout the Protectorate are built of wood and have, generally, corrugated-iron roofs. They are good in quality and have adequate sanitary accommodation.

The Chinese houses are of European type consisting usually of three rooms. There is no overcrowding and the sanitary arrangements are regularly inspected.

Except for those in regular employment, natives living in their own villages dwell in houses composed of thatch made from the leaf of the ivory-nut or sago palm, with bamboo or light wood rafters and usually very solid centre-posts. In certain parts, more especially where the natives have come into contact with European influence, the houses are built on wooden piles with a split betel-nut or bamboo flooring, but more usually they have an earth foundation with raised sleeping accommodation or roughly-constructed bunks. The type of building varies considerably from district to district, the natives of the Western Solomons being far superior craftsmen to those of the Eastern Solomons. The houses are generally fairly large and roomy, but rarely afford any means of privacy. The nature of the building material is in itself a safeguard as regards adequate ventilation. The Government encourages the laying out of villages and construction of better class houses, but it is a superimposed creation which it is as well not to hurry unduly.

The employer of labourers is legally responsible for the daily inspection of his labour houses and it is the duty of District Officers also to make regular periodical inspections of the hous-

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ing conditions on plantations when on tour. All employers are bound to provide proper sanitary arrangements for their manual labourers.

There are no building societies.

VI.—NATURAL RESOURCES.

During the year ended 31st March, 1938, the Protectorate exported the following products:—

	Quantity.	*Estimated value.*
		£
Copra	22,937 tons	259,366
Ivory nuts	534 ,,	3,602
Trocas shell	213 ,,	14,945
Beche-de-mer ...	3 ,,	144
Green snail shell ...	54 ,,	1,800
Timber	1,431,945 sup. feet	8,044
		£287,901

The figures in this Report relate to the financial year 1937-8. During the calendar year 1937 the Copra market, upon which the whole finances of the Protectorate depend, fluctuated considerably. The London price rose in January to £22 12s. 6d. per ton, and gradually declined until the market price in December fell to £12 12s. 6d. per ton.

Messrs. Lever's Pacific Plantations Proprietary, Limited, produce exclusively a superior hot-air dried copra, and Messrs. Fairymead Sugar Company, Limited, Solomon Islands Development Company, Limited, and Shortland Islands Plantations, Limited, produce a considerable quantity of the same high-grade copra.

The present difference in value between this hot-air dried copra and the crudely-smoked copra would scarcely justify the additional expense of production and the outlay necessary to convert the smoke-drier on the smaller plantations.

The export duty on copra is on a sliding scale of 5 per cent. on the London price of sun-dried copra, less a parity of £5. This tax is adjusted on each Monday prior to the arrival of the mail steamer.

The price paid in Tulagi for trocas shell ranged from £20 to £80 per ton.

Ivory nuts grow wild. The natives collect the nuts and sell them to non-native traders. The market is small and not dependable.

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VII.—COMMERCE.

Import and export statistics for the financial years ended 31st March, 1936, 1937 and 1938, are as follows:—

	Imports.	*Exports.*
	£	£
1936	150,163	198,358
1937	197,967	331,438
1938	232,891	292,411

Imports.

	From United Kingdom.	*From other parts of the British Empire.*	*Foreign.*
	£	£	£
1936 ...	20,608	98,807	30,748
1937 ...	26,196	133,839	37,932
1938 ...	32,327	157,037	43,527

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PRINCIPAL IMPORTS.

Commodity.	*Country of Origin.*	*Unit.*	*1936.*		*1937.*		*1938.*	
			Quantity.	*Value.*	*Quantity.*	*Value.*	*Quantity.*	*Value.*
				£		£		£
Bags and sacks	India	doz.	30,622	10,098	34,025	10,920	32,339	10,024
Biscuits (plain)	Australia	lb.	290,131	3,793	393,793	5,512	390,738	6,747
Drapery	Australia		—	1,418	—	1,555	—	1,828
	China		—	578	—	908	—	1,392
	United Kingdom...		—	5,760	—	6,553	—	4,888
Hardware	Australia		—	1,691	—	2,550	—	3,967
	United Kingdom...		—	1,121	—	1,766	—	1,843
Machinery	Australia		—	3,918	—	5,220	—	10,815
	United Kingdom...		—	2,568	—	4,099	—	7,880
	U.S.A.		—	1,319	—	1,321	—	1,765
Meats (preserved)	Australia	lb.	244,040	6,363	307,689	8,787	305,302	9,893
	New Zealand ...	,,	7,542	383	6,089	321	12,323	600
Kerosene	U.S.A.	gal.	24,569	1,832	22,172	1,605	15,158	1,101
	Borneo	,,	44,949	1,706	44,205	1,342	33,542	1,777
Motor Fuel	Borneo	,,	76,208	2,461	48,419	1,528	38,208	1,943
	U.S.A.	,,	21,707	1,506	22,625	1,513	27,007	1,950
Paints	Australia	tons	21	1,812	24	2,038	30	2,329
	United Kingdom...	,,	2	118	4	283	1½	97
Rice	Burma	,,	1,200	13,572	1,558	17,941	1,586	19,957
	China	,,	17	194	18	156	9	131
	Australia	,,	8	99	1	15	1	20
	India	,,	38	435	172	1,962	—	—
Tobacco	U.S.A.	lb.	53,137	6,413	66,064	8,020	62,840	7,925

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Exports.

	To Australia.	To Europe.	To United States of America.	To Hong Kong.
	£	£	£	£
1936	123,644	70,325	Nil	Nil
1937	177,659	144,529	Nil	Nil
1938	168,850	118,347	Nil	5,214

Principal Exports.

Commodity.	Destination.	Unit.	1936.		1937.		1938.	
			Quantity.	Value.	Quantity.	Value.	Quantity.	Value.
				£		£		£
Copra	Australia	tons	12,328	83,480	12,377	141,247	11,934	138,912
	Europe	,,	7,914	69,158	11,975	143,764	10,543	116,071
	Hong Kong ...	,,	—	—	—	—	460	4,383
Trocas shell	Australia	,,	336	23,400	256	21,661	184	12,669
	Europe	,,	16	1,167	9	765	29	2,276
Ivory nuts	Australia	,,	270	1,754	367	3,086	365	2,771
	Hong Kong ...	,,	—	—	—	—	169	831
Green snail shell	Australia	,,	72	1,918	57	2,156	54	1,800
Beche-de-mer	Australia	,,	17	2,737	1/20	3	3	144
Timber	Australia	Sup. feet	1,872,085	8,003	1,424,891	6,063	1,431,945	8,044

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VIII.—LABOUR.

With the exception of a few Asiatic mechanics and tradesmen, the natives of the Protectorate constitute the whole of the available labour for all undertakings. Employment is of two categories, indentured and non-indentured. Natives may be indentured for periods not exceeding two years. Women may not be employed under contract otherwise than to a European female for the purposes of domestic service. Juvenile labour may only be employed for light work. The hours of work are nine hours a day for five days of the week, and five hours on Saturday. One thousand one hundred and twenty-nine labourers were signed on under contracts for varying periods, and 304 signed on for an extension of their original service.

Every employer of native labour, whether under written contract of service, or under verbal, monthly or day-to-day agreements, is compelled by Government Regulations to provide rations, soap, salt, bedding, tobacco and clothing for the labourer and for his wife and children if they accompany him. Ration books have to be kept by employers of five and more labourers, and they are subject to Government inspection.

IX.—WAGES AND COST OF LIVING.

The cost of living in Tulagi for European officials and residents is high, practically everything being imported and such imported articles showing a higher price than in the United Kingdom or Australia.

Fresh meat averages 1s. 6d. a pound, the best joints costing 1s. 9d. a pound. Ice costs 1s. 6d. a large block and 9d. a small block, bread 9d. a two-pound loaf, and eggs 3d. each. The cost of poultry in Tulagi ranges from 2s. to 3s. 6d. each. The living in outlying islands is considerably cheaper, as poultry, pigs and cows can be reared and vegetables grown.

The average rate of wages for Europeans employed on plantations ranges from £16 to £25 per month, the hours of work being from 45 to 50 per week. The wages of Asiatic mechanics and tradesmen vary from £10 to £16 a month.

The minimum wage payable to an indentured native labourer is ten shillings per mensem. A very large number, however, receive wages considerably in excess of this amount.

The cost of living and the quantity eaten by a native in his own village would be difficult to estimate.

There is no doubt that climate influences diet, and diet depends on local conditions. In the Protectorate this varies through all graduations from that of the Melanesian "bushman" on Malaita, the basis of whose dietary is taro and similar plants, to that of the Polynesian on coral atolls, whose diet is almost exclusively fish and coconut.

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The diet is mainly vegetarian. There is no actual shortage of food, as, when the staple crop fails, there is a plentiful supply of wild yams and bananas.

There are no industrial factories or underground mines and there is no unemployment or land scarcity in the Protectorate.

Roughly, only one-eighth of the total native adult male population is employed for wages; all the others are private landowners who work in their own time and for periods to suit themselves.

X.—EDUCATION AND WELFARE INSTITUTIONS.

There are no Government schools in the Protectorate. Each of the five mission societies (i.e., the Melanesian Mission, the Methodist Mission, the South Sea Evangelical Mission, the Seventh Day Adventist Mission and the Marist Mission) operating in the Group provide elementary education. During the course of the year a Government Examination paper was set for the Methodist, Melanesian and Seventh Day Adventist Mission Schools. A refund of taxes was given to the native pupils of these schools and, in addition, a sum equal to 10 per cent. of the taxes was paid to the Mission schools. A grant of £50 was made to the Seventh Day Adventist Mission for technical education purposes.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Communication was maintained between Australia and the Protectorate by Messrs. Burns Philp and Company's mail vessels. The M.V. *Malaita* called direct from Australia every six weeks, and after making several calls in the Protectorate proceeded to the Mandated Territory of New Guinea, returning, via Tulagi, to Australia. Messrs. Burns Philp and Company receive an annual subsidy of £12,000 from the Commonwealth Government of Australia, to which the Protectorate Government contributes a yearly sum of £3,000. In return, the Protectorate receives certain abatements in cost of Government passages and freights.

In addition, direct oversea shipments were made in British and German vessels during 1937-8.

The following figures represent the respective number and tonnage of ships of different nationalities, which visited the Protectorate for the purpose of exporting produce during the financial year 1937-8:—

	Number.	*Tonnage.*
British	25	49,649
German	6	8,820

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Inter-island communication was maintained at irregular intervals by sailing vessels with auxiliary engines, owned by planters and traders, and by the Government schooners which are attached to the groups of islands forming Districts, also by Messrs. Burns Philp and Company's M.V. *Mamutu,* Messrs. Lever's Pacific Plantations Proprietary, Limited, M.V. *Kurimarau,* and the Melanesian Mission's M.V. *Southern Cross.*

Railways and Roads.

There are no railways in the Protectorate. On coconut plantations where motor cars and motor lorries are used, ribbon tracks of coral have been made through the palm groves which stand up well to the traffic. Native villages are linked up usually by paths and tracks, varying in quality, but the sea and canoes are used generally for transport over long distances.

Postal.

The postal service of the Protectorate, outside the regular itinerary of Messrs. Burns Philp and Company's mail vessel, is carried out in an intermittent fashion by small inter-island vessels or by chance auxiliary craft owned by traders and recruiters. There is a Postmaster in Tulagi, and District Officers throughout the Protectorate perform necessary postal duties. A money order service exists with the Commonwealth Government of Australia, through whose agency money can be remitted to various parts of the world. There is also a postal note service.

There is no submarine cable or telegraph system in the Protectorate. The Government wireless station maintains communication with the outer world, and there are also two Government-owned wireless telephonic installations operating between Headquarters and District Stations. In addition there is a privately-owned wireless station at Vanikoro in the Santa Cruz Group, the property of the timber company. This latter station is capable of communicating with the outer world, but, in accordance with the terms of the company's licence, all its traffic is routed via Tulagi. There are five privately-owned land wireless telephonic stations and two vessels fitted with telephony. A telephone system exists in Tulagi, connecting up various Government offices and certain private houses.

On 5th September, 1938, the Protectorate adopted the " all up " principle in connection with first-class mails destined for countries participating in the Empire Air Mail Scheme. As a result, all first-class mail matter for these destinations is forwarded by air as the normal means of transmission without surcharge, the rates of postage being 1½d. per half-ounce for letters and 1d. each for postcards.

In addition, an arrangement is in operation whereby letters for Australia and for countries participating in the Empire Air

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Mail Scheme may be sent over the New Guinea—Australia air service subject to a surcharge of 4½d. per half-ounce.

XII.—PUBLIC WORKS.

The staff of the Department consists of a Superintendent of Works (acting), a European Foreman, a head Chinese mechanic and five other mechanics. Twenty natives are also employed.

Buildings erected during the year include an "A" grade quarters for the Chief Magistrate and Legal Adviser at Tulagi, a strongroom at Tulagi Post Office, Police barracks and Customs receiving shed at Gizo, and quarters for Native medical practitioners at Tulagi and Aola, Guadalcanal. Two pairs of leading beacons were erected at Gizo Harbour, a new electric lighting plant was installed at Tulagi Government Hospital, and a new Gardner 3L2 engine installed in the auxiliary vessel *Ramada*.

Maintenance of buildings was carried out at Headquarters and District Stations as required, the usual difficulties of transport being encountered with distant stations.

Government schooners and launches have been repaired when necessary.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

Justice is administered by His Britannic Majesty's High Commissioner's Court for the Western Pacific. This Court, created by earlier Orders in Council, was continued and further provided for by the Pacific Order in Council, 1893. Its members are the High Commissioner, the Judicial Commissioners and the Deputy Commissioners. Judicial Commissioners are of two kinds. The Chief Justice of Fiji and every other Judge for the time being of the Supreme Court of Fiji are Judicial Commissioners by virtue of their office. The High Commissioner may appoint, in addition, persons of legal knowledge and experience to be Judicial Commissioners for particular purposes or for a particular time.

The principal judicial officer in the Protectorate is the Chief Magistrate, who is also Legal Adviser. He is appointed to be a Judicial Commissioner for the term of his tenure of the post of Chief Magistrate. The Court held before a Judicial Commissioner has powers similar to those of the Superior Courts in England, but when held before a Deputy Commissioner its jurisdiction is subject to certain limitations.

The Court of Appeal is the Supreme Court of Fiji. There is no provision for formal appeal in criminal cases, but powers of remission and commutation are vested in the High Com-

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missioner, and all sentences of imprisonment exceeding six months or fine exceeding £100, when passed otherwise than by the High Commissioner or a Judicial Commissioner, must be submitted to the Court of Appeal for review.

Police and Prisons.

The Police Force in the Protectorate is an armed constabulary which performs the dual function of a Defence Force and Police. The personnel consists of the Commandant, a European Sub-Inspector, two Sergeants-Major and 112 other ranks. The force has been kept at full strength and the number of men of the required physical standard offering themselves as recruits has been plentiful. The detachments at District Headquarters have been posted to suit requirements. The health of the Force has been good and a high standard of discipline maintained.

There is a Central Prison at Tulagi and a small local gaol in each District. At present the posts of Superintendent of Police and Superintendent of Prisons are combined. During the latter portion of the year the duties of gaoler were carried out by a European officer of another Department. The establishment consists of 1 Native clerk, 15 Native warders and a wardress at Tulagi and 1 Native warder at each District prison.

The discipline throughout the year has been satisfactory and the health of the convicts has been good. One death occurred. There were 73 convicts in the Central Prison at the beginning of the year and 78 on the last day of the year. There were no executions during the year.

During the year under review the Courts dealt with 887 defendants—836 male and 48 female—50 of whom were discharged for want of prosecution, 57 on the merits of the case, 1 was found insane and 30 were committed for trial before a Judicial Commissioner.

Of those punished by the Court 321 were sentenced to terms of imprisonment, 341 were fined, 2 juveniles were whipped, and the remaining 115 were bound over or otherwise dealt with.

XIV.—LEGISLATION.

The following is the more important legislation enacted during the year 1938:—

KING'S REGULATIONS.

No. 1.—*Currency* (*Amendment*) *Regulation,* 1938, amending Sections 4 (2), 5 (1) and (2) of King's Regulation No. 2 of 1937, and making provision for the " onus of proof ".

No. 2.—*Importation of Textiles* (*Quotas*) (*Amendment*) *Regulation,* 1938, amending Section 2 of King's Regulation

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No. 4 of 1934, in so far as it relates to the definition of " regulated textiles ".

No. 4.—*Customs Duties (Amendment) Regulation,* 1938, amending Section 2 of King's Regulation No. 8 of 1933 by including the word " Burma " in the definition of the " British Empire ".

No. 5.—*Red Cross (Restriction on Trade Use) Regulation,* 1938, repealing the Red Cross (Restriction on Trade Use) Regulation, 1932.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are no banks in the Protectorate except a branch of the Commonwealth Savings Bank which transacts savings bank business only.

Currency.

Local currency notes ceased to be legal tender after 24th September, 1937. The following is the legal tender within the Protectorate:—

Australian notes and coin to the extent to which they are legal tender within the Commonwealth;

United Kingdom coin to the extent to which it is legal tender within the United Kingdom.

Weights and Measures.

Weights and measures are on the same basis as in the United Kingdom.

XVI.—PUBLIC FINANCE AND TAXATION.

	Revenue.	*Expenditure.*
	£	£
1936	58,465	49,224
1937	68,136	63,027
1938	82,809	69,002

The excess of assets over liabilities on 31st March, 1938, was £90,732.

Public Debt:—Nil.

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Taxation:—

Description of main heads of taxation.

	£	*Yield.* £
Customs:		
Import duties	32,986	
Export duties	11,631	
		44,617
Licences and Internal Revenue		10,038
Ships licences	993	
Station licences	768	
Native tax	6,694	
Fees of Court and Office, etc.		1,884
Hospital fees	452	
Harbour light dues	438	
Post Office		12,910
Sale of stamps	12,321	
Telegraph receipts	356	
Rents and Royalties		3,374
Land rents	2,949	
Interest on investments		3,496
Miscellaneous		5,197
Land		105

XVII.—MINING.

No actual mining has yet been done in the Protectorate, but prospecting has been persistently carried out during the year in the Sorvohio River area, in the island of Guadalcanal.

Four prospecting licences only were held at the end of the year, one by a local syndicate, and three by a company with headquarters in Melbourne.

XVIII.—MISCELLANEOUS.

Meetings of the Advisory Council were held on 4th to 6th April and 7th to 9th November, 1938.

In 1932 an Agricultural Committee was formed and work was begun in connection with investigations regarding diseases of the coconut palm. This work was only made possible by a generous free grant of £5,000 from the Colonial Development Fund together with an appropriation of £5,000 from the Reserve Funds of the Protectorate. To assist further, Messrs. Lever's Pacific Plantations Proprietary Limited made an offer, which was accepted, of £600 a year towards the salary of a second entomologist. This contribution was later discontinued, on the transfer of the second entomologist, and Messrs. Lever's are now employing an officer.

Owing to the transfer to Fiji, on the 24th June, 1937, of the entomologist, work has, of necessity, been temporarily suspended. The Agricultural Committee has, however, continued to function.

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APPENDIX.

PUBLICATIONS RELATING TO THE BRITISH SOLOMON ISLANDS PROTECTORATE.

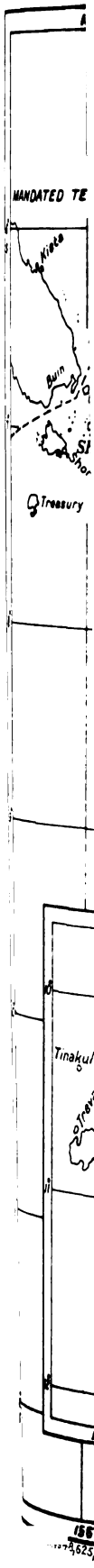
Title, etc.	*Price.*	*Publishers or Agents.*
*The Solomon Islands (in his "Autobiography"), 1908, by Rev. George Brown.	15s.	Hodder and Stoughton.
" Notes of Voyage to Ysabel Island, Solomon Group and Le Ua Niua (Ontong Java or Lord Howe) and Tasman Groups." Paper read at the Adelaide meeting of the Australian Association for the Advancement of Science, January, 1907.	—	—
Solomon and Santa Cruz Islands in his " Melanesian Studies in Anthropology and Folk-lore," 1891, by Dr. R. H. Codrington.	16s.	Frowde.
*" The Threshold of the Pacific," 1924, by Dr. C. E. Fox.	18s.	K. Paul.
Papers in the Journal of the Royal Anthropological Institute, 1915 and 1919.	—	—
*" The Solomon Islands and their Natives," 1887, by Dr. H. P. Guppy.	25s.	Sonnenschein.
*Solomon and other islands in his " Memoir and Journal of Commodore Goodenough," 1876, by Commodore Goodenough.	5s.	K. Paul.
" The Discovery of the Solomon Islands," 1568, by Alvaro Mendana.	—	—
*Santa Cruz Group, Cherry Island, etc., in his " New Guinea and Polynesia, Discoveries and Surveys," 1876, by Captain John Moresby.	15s.	Murray.
*Solomons, Santa Cruz Islands, and Tikopia in " History of the Melanesian Society," 1914, by W. H. R. Rivers.	36s.	Cambridge University Press.
" Islands of the Western Pacific," by Bishop J. R. Selwyn.	—	—
*" Two years with the Natives in the Western Pacific," 1913, by Dr. Felix Speiser.	10s. 6d.	Mills and Boon.
" Last Cruise of the Wanderer," 1863, by John Webster.	—	—
"A Naturalist among the Head Hunters," 1890, by C. M. Woodford.	8s. 6d.	G. Philip & Son.
*" Solomon Islands " (Paper read before the Royal Geographical Society, 1890).	—	—
*" Further Exploration in the Solomon Islands " (Paper read before the Royal Geographical Society, 1890).	—	—
*" In the Isles of King Solomon," 1928, by A. I. Hopkins.	21s.	Seeley Service & Co.
*Solomon Islands Protectorate Blue Book ...	5s.	Crown Agents for the Colonies.
*Handbook of the British Solomon Islands Protectorate.	2s. 6d.	Out of print.
*Census Report, 1931, together with various ethnological reports (typewritten).		

Note.—There are no local agents for the sale of these publications.

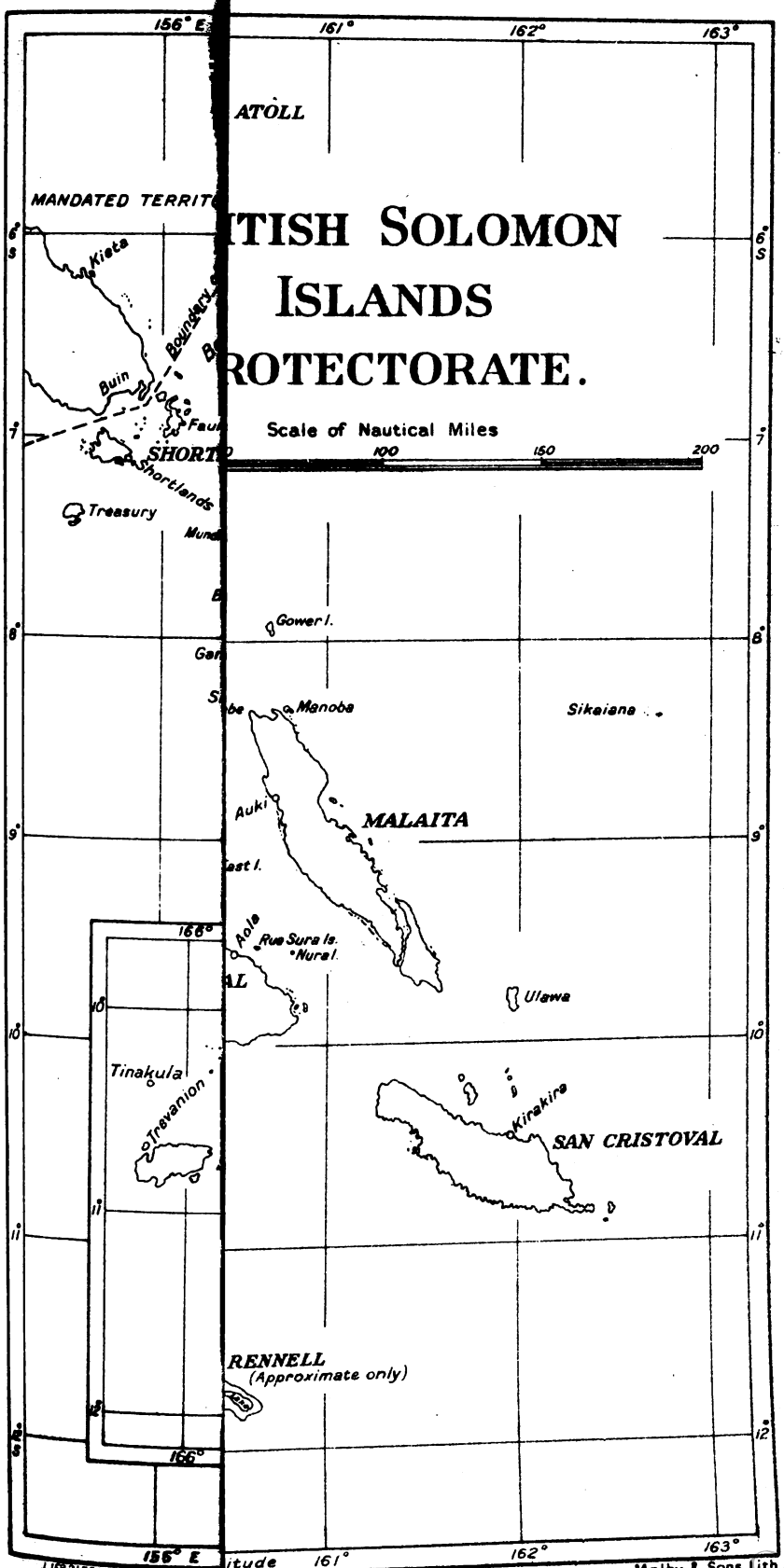
* Copies may be seen in the library of the Colonial Office.

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LABOUR CONDITIONS IN NORTHERN RHODESIA

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STATE OF JOHORE

ANNUAL REPORT FOR THE YEAR 1938.

I.—GEOGRAPHY, CLIMATE AND HISTORY.

1. Johore lies at the extreme south of the Malay Peninsula. It is bounded on the north by Pahang, on the north-west by Negri Sembilan and Malacca, on the west by the Straits of Malacca, on the south by the Straits of Tebrau, and on the east by the China Sea. Its area like that of Wales is approximately 7,500 square miles. The interior is in great part covered with jungle. The country is less mountainous than any other part of the Peninsula.

2. The following was the rainfall recorded in 1937 and 1938:—

	1937	*1938*
	Inches.	Inches.
Johore Bahru (South) ..	104.22	106.50
Kota Tinggi (South-east) ..	116.70	116.77
Pontian (South-west) ..	87.59	96.17
Kluang (Central) ..	98.88	83.75
Batu Pahat (west) ..	83.86	81.28
Mersing (East) ..	96.40	103.93
Segamat (North) ..	79.08	71.25
Muar (North-west) ..	98.17	84.67

The highest rainfall was recorded at Pelepah Valley Estate, Kota Tinggi, 153.32 inches; the lowest at Consolidated Eastern Plantation, Niyor, 60.24 inches. The highest average maximum temperature recorded was 93.47° F. at Muar in April, the lowest 81.8° F. at Mersing in January. The highest average minimum temperature recorded was 75.0° F. at Johore Bahru in May, the lowest 69.9° F. at Kota Tinggi in July. The highest maximum temperature recorded was 97° F. at Segamat on 17th February; the lowest 75° F. at Mersing on 27th December. The highest minimum temperature recorded was 80° F. at Pontian on the 10th April; the lowest 65° F. at Muar on the 4th January, 1938.

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During the past five years the temperature has been as follows:—

Year	Highest Maximum	Lowest Minimum
1934	98°F.	65°F.
1935	99°F.	64°F.
1936	97°F.	62°F.
1937	99°F.	60°F.
1938	97°F.	65°F.

*3. In the days of Buddhist Singapore there must have been traffic up the great Johore river of the hinterland, whose upper reaches offered tin, camphor and aboriginal slaves. At Ganggayu, which is identified with the still existing tributary of the Johore river called Lenggiu, one of the 11th century Chola kings is said by the *Malay Annals* to have built a fort of black stone but it has never been traced. Perhaps, too, the Ji-lo-t'ing, of which Chao Ju-Kua wrote in 1225 A.D., was the modern Jelutong at the south-east corner of Johore.

In a Javanese work the *Nagarakretagama* composed in 1365 A.D. we reach historical fact. It speaks of Ujong Medini, that is, Ujong Tanah or Land's End (as Johore was often called) as one of the countries subdued by Majapahit just before that date along with Pahang and Tumasik or Old Singapore.

4. Malacca then grew to be the first trading centre of the East. After its conquest by the Portuguese in 1511, the son of the last ruler of Malacca settled in Johore and continued the historic Sultanate. The history of the next 300 years is an almost uninterrupted record of wars. Hostilities with the Portuguese persisted nearly until the arrival of the Dutch in 1602. Johore bears no small part in Dutch colonial history; relations were friendly, despite a diplomatic struggle for commercial privileges. But the conquest of Batu Sawar (near Kota Tinggi) by the Achinese in 1615 closed one chapter of Johore history as the conquest of Johore Lama by the Portuguese in 1587 had closed another, and it appeared then to the Dutch that the renowned kingdom of Johore had come to an end. In return for assistance at the attack on Malacca in 1641, the Dutch tried to restore Johore to its position as premier Malay State. But the capital was burnt by Jambi in 1673: in 1699 the Sultan was assassinated, and in 1717 the throne was seized by a Sumatran adventurer, Raja Kechil. Then the Bugis appeared and the capital of the old empire was transferred to the Riau Archipelago.

*The following historical paragraphs were compiled by Sir Richard Winstedt, K.B.E., C.M.G., D. LITT., late General Adviser.

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5. After continuous intrigues between the Malay and Bugis chiefs, the Dutch in 1784 recognized the Sultan of Lingga as ruler of the Johore empire, drove the Bugis from Riau and stationed there a Resident with a garrison: the Malay Sultan and Bugis Viceroy accepted the position of dependent princes but the old empire was in a state of dissolution, the Bendahara and Temenggong being virtually territorial chiefs in Pahang and Johore respectively.

This was the position when the British, by virtue of treaties made in 1819 and 1824, obtained a complete cession of the island of Singapore. Visitors emphasize the then deserted character of Johore: in 1847 Johore Lama consisted of 25 huts, and not till 1855 was the capital moved to its present situation at Johore Bahru.

6. The extension of the Pax Britannica "helped Johore to grow populous again". Moreover since 1855 the country has been governed by enlightened and progressive rulers, Sultan Abubakar who died in 1895 and Sultan Ibrahim the present ruler. In 1895 the Sultan undertook to receive a British agent having the functions of a Consular officer; in 1910, having had an unofficial adviser for some years, the Sultan reorganized his Government with the assistance of the Governor of the Straits Settlements; in 1914 a General Adviser with enlarged powers was appointed. The recent history of the State has been a record of continued prosperity. Since 1924 the completion of a causeway across the Straits of Tebrau has permitted uninterrupted traffic by rail and road between Johore and Singapore and by railway between Singapore and Bangkok.

II.—GOVERNMENT.

7. In 1895 the late Sultan Abubakar gave Johore a written constitution. It provided for the election of the Sovereign and the State allowance of His Highness and his family and for the descent or succession. It provided also for the constitution and duties of:

(*a*) a Council of 8 to 12 Johore Malay "assistants and Ministers and coadjutors to the Sovereign"—it corresponds broadly to a Privy Council—

(*b*) a State Council of 16 or more members presided over by the Mentri or Prime Minister, with functions similar to those of the Legislative Council of a British Colony, its enactments requiring the consent of the Sultan which under certain conditions must be given. "If there shall be any enactment or regulation or matter or thing not approved or sanctioned by the Sovereign, it may be introduced again at the next meeting of the Council of State, and if for three times successively

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it shall not have been approved, the said matter may not again be introduced until one year has elapsed from the time it was last considered. Should the matter be again decided in the same manner by the Council of State for the fourth time, it shall be expedient on the part of the Sovereign to approve and sanction the same, because the moral responsibility of the Sovereign then entirely ceases". Members are appointed by the Sultan with the advice or concurrence of the Council of Ministers. Under a supplementary ordinance of 1914 they need not all be Malays and actually include Europeans official and unofficial, Chinese and Indian.

In 1912 Sultan Ibrahim added:

(*c*) an Executive Council, to be presided over by the Sultan, which has functions similar to those of the Executive Council in a British Colony. To it are referred all applications for agricultural and mining lands, all P. W. D. contracts and tenders, questions of promotion as well as the initiation of legislation and any other matters of importance.

8. By an agreement signed in 1914 Johore agreed to receive and provide a residence for a British General Adviser, "whose advice must be asked and acted upon on all matters affecting the general administration of the country and on all questions other than those touching Malay Religion and Custom..... The collection and control of all revenues of the country shall be regulated under the advice of the General Adviser".

If there is a difference of opinion between the Sultan and the General Adviser, it was agreed that the opinion of the State Council should be taken and communicated to the High Commissioner along with the views of the General Adviser.

Johore then also agreed to have European Judges, and to appoint European official members on its Executive Council; Malay and European officers were to be treated on terms of equality. European officers are seconded to the State from the Malayan Civil Service and the big joint departments of Straits Settlements and Federated Malay States. Both Malay and English are official languages for use in the Courts.

9. Under the aforesaid constitution with its several Councils administration is carried on by the Malay Mentri or Prime Minister with the Malay State Secretary as the Government's official spokesman and a number of other Malay officials; policy and executive action being subject to the scrutiny and approval of the General Adviser who is assisted by various British officers, namely Legal and Financial Advisers, Commissioners of Lands and Mines, Trade and Customs and Police, a

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Warden of Mines, a Principal Medical Officer, a State Engineer, a Controller of Labour, a Protector of Chinese, a State Agricultural Officer, a Superintendent of Education, a Conservator of Forests, a Controller of Posts, Telegraphs, a Chief Surveyor and a Chief Electrical Engineer. All these heads of departments have, in turn, their assistants European and Malay. There are a Malay Treasurer and a Malay Auditor, both with the Financial Commissioner to advise them. There are Malay State Commissioners in outlying districts, Malay District Officers, Collectors of Land Revenue, Custom officers, Inspectors of Police and so on.

10. The power of revising death sentences lies with the Sultan advised by his Executive Council. Land is held from the Sultan.

III.—POPULATION.

11. The mean population of Johore in 1938, as estimated by methods IA and IIB of paragraph 420 of the 1931 Census Report, was

	Males	Females	Persons
Europeans ..	770	310	1,080
Eurasians ..	240	200	440
Malaysians ..	163,030	145,210	308,240
Chinese ..	206,070	105,550	311,620
Indians ..	51,700	32,390	84,090
Others ..	2,610	1,790	4,400
Total ..	424,420	285,450	709,870

The following table gives the estimated total mean population for each of the nine years 1930 to 1938, with the actual enumerated population of the 1st April, 1931, for comparison:—

	Males	Females	Persons
1930	372,300	197,100	569,400
1931	308,600	179,800	488,400
1932	277,200	175,400	452,600
1933	267,900	187,000	454,900
1934	285,200	188,300	473,500
1935	349,100	215,600	564,700
1936	391,400	239,800	631,200
1937	357,950	255,560	613,510
1938	424,420	285,450	709,870
1931 (Census)	323,413	181,898	505,311

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The following table gives the general birth and death rates and infantile mortality rates for the population of all races combined for the past nine years:—

	Birth Rate	Death Rate	Infantile Mortality Rate
1930	35.84	24.89	186
1931	39.41	22.20	152
1932	40.61	21.00	140
1933	44.36	21.41	149
1934	43.42	27.14	228
1935	40.77	23.42	182
1936	40.87	20.01	181
1937	44.10	21.10	154
1938	42.54	19.72	170

IV.—HEALTH.

12. The following figures throw some light upon the incidence of disease.

The principal groups of diseases leading to death are as follows:—

Fever not specified	4,872
Convulsions	2,325
Premature birth and diseases of infancy ..	1,174
Pneumonia	855
Malaria	542
Old age	617
Pulmonary Tuberculosis	586
Diarrhœa and Enteritis	499
Beri Beri	299
Heart Disease	231
Diseases of pregnancy, child birth and puerperal state	217
Dysentery	114

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The following are the statistics for communicable diseases, treated in Government Hospitals during the last two years:—

	Malaria (positive)	Malaria (unspecified)	Beri Beri	Tuberculosis Pulmonary	Dysentery	Diarrhoea	Pneumonia	Ankylostomiasis	Influenza	Venereal Diseases	Yaws	Other diseases	Total
1937 Cases -	7,765	1,333	372	698	641	629	948	1,256	2,074	1,332	45	26,141	43,234
Deaths	268	44	33	277	103	112	399	10	10	6	—	1,288	2,550
1938 Cases -	10,486	2,068	694	955	635	805	1,038	1,446	1,615	1,374	52	31,638	52,806
Deaths	326	58	68	328	87	168	410	24	8	14	—	1,449	2,940

The following are the statistics for dangerous and infectious diseases:—

	Small-pox	Chicken-pox	Cerebro Spinal Fever	Typhoid Fever	Erysipelas	Diphtheria	Measles	Tropical Typhus	Encephalitis lethargica	Acute poliomyelitis	Scarlet Fever	Puerperal Fever	Total
1937 Cases -	—	135	11	301	20	77	1,064	3	1	2	2	5	1,621
Deaths -	—	—	9	70	5	27	1	—	1	—	—	—	113
1938 Cases -	—	367	10	277	20	80	226	2	—	—	—	3	985
Deaths -	—	—	8	72	3	32	1	—	—	—	—	—	116

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HOSPITALS AND DISPENSARIES.

13. *In-patients.*—The admissions were 50,294 against 41,142 in 1937, the total number treated being 52,806 as compared with 43,234 during 1937. The percentage of deaths to total treated was 5.56 as compared with 5.90 in 1937.

Out-patients.—The number of new cases treated was 255,811 compared with 258,800 in 1937. 159,148 were attended by five motor travelling dispensaries in Johore Bahru, Muar, Batu Pahat, Segamat and Kluang districts. The total number of attendances during the year was 382,183 as against 348,642 in 1937.

Maternity Work.—3,828 cases were admitted to Government hospitals as against 3,026 in 1937. 153 confinements were attended at patients' houses. 71 ante-natal and 304 post-natal cases visits were made to patients' homes. During the year 159 certified midwives were practising in the State, and 30 probationer midwives were in training.

Women and Children's Clinics, (Johore Bahru, Muar, Batu Pahat, and Segamat).

53,369 infants and children under twelve years old were seen at the above centres. All other cases over twelve years old seen were 58,279. The total attendances were 111,648. 10,247 ante-natal cases were seen. 16,091 washings of 5,148 new babies were done. 30,692 domiciliary visits, 36,890 visits to women and 40,654 visits to infants and children were paid. 804 maternity cases and 20 abnormal labours were conducted.

Mental Hospital.—The number of cases remaining on 31st December, 1937, was 561. There were 180 new admissions, making a total of 741. Of these 84 were discharged, 1 transferred, 3 absconded and 53 died. 600 patients remained at the end of the year. The total number of criminal lunatics treated was 45 including 7 vagrants. There were 3 escapes, one suicide and one fatality during the year. Meetings were held monthly by the Board of Visitors to the Mental Hospital.

The Leper Asylum contained 267 lepers at the end of 1937. During the year 146 new cases were admitted. The total number of lepers treated was 413. From the Asylum 78 lepers absconded, 3 were discharged and 16 died. 252 males and 64 females remained in the Leper Asylum at the end of the year. The attendance in the primary school was 24 of which 6 were girls.

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Prison Hospitals—

(*a*) *Johore Bahru.*—223 cases were treated as in-patients during the year, with 2 deaths. There were three cases of judicial executions. The total number of attendances as out-patients during the year was 21,622.

(*b*) *Muar.*—74 cases with no deaths were treated as in-patients. The total number of new out-patients treated during the year was 672, and the total number of attendances as out-patients was 3,498.

14. *Johore Police Force.*—Out of a total strength of 1,362 officers and other ranks in the Johore Police Force, 545 were admitted to hospitals in the State during the year. The total number of in-patients treated was 558 including 13 cases remaining from 1937. 50 cases of Malaria fever and 27 cases of eye diseases were admitted. There were two deaths in hospitals. The number of cases treated as out-patients was 4213.

15. *Johore Military Forces.*—Out of a total strength of 41 officers and 909 other ranks in the Johore Military Forces, 435 were admitted to hospitals. The total number of in-patients treated was 440. There were 8 deaths. The total number of cases treated as out-patients during the year was 12,416.

V.—HOUSING.

16. The house accommodation may be divided into two broad classes, (*a*) houses in the country and (*b*) houses in towns.

(*a*) In the country the housing position is satisfactory. The Malay lives on his own land in a house built by himself or a building contractor. The poorer the house the better ventilated: the humble house is built of palm-thatch or bark, the wealthier of sawn planks with windows that superstition and fear of thieves keep closed at night. On estates the Indian labourer is housed in lines approved by the Health Department. To the cheap and readily accessible materials of the country the industrious Chinese quickly respond and the longer they live in the Malay Peninsula the bigger and more hygienic their dwellings. All that is really required is a roof to keep off the rain: otherwise the more open a house in the tropical climate the healthier and more comfortable.

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By Method of Payment

	Contract	Wages	Tribute	Total
1938 -	1,709	2,050	449	4,208
1937 -	1,881	1,991	656	4,528
1936 -	1,975	1,513	816	4,304

By Method of Mining

	1938	1937	1936	1935
Open cast -	2,721	2,491	3,016	1,791
Underground -	14	92	70	68
HYDRAULIC:—				
(*a*) Gravel Pump -	960	1,348	590	284
(*b*) Lampan -	232	293	325	120
Bucket Dredging -	281	304	303	268
Total -	4,208	4,528	4,304	2,531

By Nationality

	1938	1937	1936	1935
Europeans -	7	10	6	6
Malays -	842	423	341	203
Chinese -	1,917	3,483	3,434	2,243
Japanese -	74	79	72	34
Indians -	1,341	532	450	45
Others -	27	1	1	—
Total -	4,208	4,528	4,304	2,531

The labour force is rated as:—

Staff and skilled labour	981
Unskilled labour	3,227

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Average rates of pay were:—

Skilled labour .. $1.00 to $4.00 per day

Unskilled „ .. 60-80 cents per day with food

80-90 „ „ without food.

20. The total horse power of prime movers employed in mines was 5,652 as against 7,151 in 1937.

21. The total area alienated for mining at the end of the year amounted to 12,467 acres, 10,764 for tin, 1,462 for iron, 89 for gold, 4 for china clay, 129 for bauxite and 19 for wolfram.

22. *Tin Restriction.*—The output was subject to the Tin Control Scheme. The following table gives a comparison between International and Domestic quotas during the year but does not include Buffer Stock:—

	International	*Johore Domestic*
January to March	... 70%	Owing to revision of Assessment no definite percentage release was given.
April to June	... 62.56%	60%
July to September	... 35%	31%
October to December	... 35%	31%

A Buffer Stock was brought into being during July, and an International quota of 10% was allotted to the State for the period July to September, and a similar quantity was allocated for the period October to December. As Trengganu did not accept her share of the Buffer Stock, a portion of Trengganu's allotment was given to Johore.

The following table shows the total Buffer Stock figures in tons tin:—

Period	Release % Tons	Transfer from Trengganu Tons	Total amount allotted Tons	Total produced Tons
July to September ...	10 34	12.50	46.50	32.15
October to December ...	10 34	12.50	46.50	58.98

23. *Details of Mining.*

(*a*) *Tin-ore.*—Is found in the form of Cassiterite Sn 02 which possess a brownish colour.

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Methods of mining employed in wining this mineral consist of Dredging, gravel pumping, hydraulicing, lode mining, open cast mining and dulang washing. The costs of production at the mines are respectively

Dredging ..	..	14 cents per cubic yard.
Gravel Pump	..	35 cents per cubic yard.
Hydraulicing	..	24 cents per cubic yard.
Open Cast (Small workings)	..	25 cents per cubic yard.

Exports of tin-ore from mines are governed by the International tin quota release each quarter of the year. The difference between the amount of tin-ore produced and the amount exported is held by miners as " permissible stocks ", which are governed by Tin Restriction and represent a percentage of the assessment of each mine.

The proportion of the total exports of tin-ore from European owned or managed mines was 44% as compared with 56% from mines under Chinese management.

(*b*) *Iron-ore.*—Is found in the form of Haematite Fe $2^{\circ}3$ and Limonite 2 Fe $2^{\circ}3$ $H2^{\circ}$, and is being mined in the vicinity of towns of Endau and Yong Peng. There are only two iron mines in the State, both owned by Japanese Companies, who export all the iron-ore produced to Japan where it is smelted.

Iron ore is not exported from the mine situated near Endau on the East Coast of Johore during the monsoon period (November to March inclusive), as it is impossible owing to very heavy seas to transfer the ore from the lighters into the steamers which are anchored some half a mile out from the shore. This mine has now decided to continue production during the monsoon period and to store the ore, so that the whole of the year's production will be exported during the period April to October inclusive. The other mine which is situated in the vicinity of Yong Peng is able to export from the West Coast throughout the whole year, as that coast is not affected by the monsoons.

(*c*) *Gold.*—No mines are working for gold. The small output represents the amount recovered as a bye-product in tin mining.

(*d*) *Bauxite.*—Mining for this mineral only began on a small scale during 1936 and since that year the excavating and washing plants in the mines have been enlarged and increased output obtained. At present there are only two mines producing at Batu Pahat owned by a Japanese Company and another at Kim Kim owned by a Chinese miner. All tin ore is exported in its crude state to Japan, where it is treated and smelted.

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The year under review has been a very hard and difficult one for tin minerals owing to the very low quota releases, and many Chinese mines have been working at a loss, being unable to stop operation owing to heavy financial liabilities. It is hoped that the forthcoming year will contain brighter prospects for the tin industry.

Mining for the aluminium mineral bauxite has developed considerably during the year and searching for new deposit continues.

Prospecting is encouraged in the State for all minerals, with the exception of tin-ore upon which there are certain limitations owing to the exigencies of Tin Restriction.

AGRICULTURE.

24. Agricultural industries occupy the position of chief importance in the economy of the State. The total value of all agricultural exports amounting to $53,282,745 a decrease of approximately $42,773,879 over that for 1937. In accordance with custom, crops are classified under three heads:—

(A) those grown on estates and small holdings (B) those grown on estates only and (C) those grown exclusively on small holdings. (A small holding for this purpose means an area of 25 acres or less).

25. (*A*) *Crops grown on estates and small holdings.*

Rubber.—This crop remains of primary importance both in area under cultivation and in value of exports. The total planted area at the end of 1938 was estimated at 891,151 acres, of which 365,996 acres were cultivated on estates and small holdings of less than 100 acres in extent. The total production of rubber during the year amounted to 90,279 tons, of which 58,213 were produced on estates of 100 acres and over and 32,066 on estates of under 100 acres, which compares with 71,833 tons, and 51,575 tons respectively, for 1937. The total value of exports for 1937 was $44,394,960.

Comparative figures of exports and value for the past five years are as follows:—

(Including dry weight equivalent of latex).

		Quantity in Piculs.	*Value* $
1934	..	1,747,099	47,563,787
1935	..	1,400,422	32,963,598
1936	..	1,495,527	59,348,483
1937	..	2,067,153	86,349,336
1938	..	1,497,352	44,394,960

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26. The area of budgrafted rubber at the end of 1938 was 77,510 acres, as against 75,777 for 1937.

During the year some 2,927 acres of rubber were replanted. 771 acres were planted for experimental purposes as compared with 6,013 acres and 1,117 acres in 1937.

27. *New Planting Position.*—Applications in respect of a total area of 55,936 acres were received for new planting. Of this area 36,917 acres were for State Land, while 14,000 acres were in respect of large estates for new planting in their own reserves. Of the total of 55,936 acres, 27,158 acres were approved. Applications for conversions totalled 1,971 acres of which 1,123 acres were approved.

28. The general maintenance of small holdings was not as satisfactory as in the previous year, the fall in price of the commodity being responsible for less attention being paid to holdings.

Production on small holdings was well maintained throughout the year. Practically the whole output was sold as wet sheet, but some small holders in Panchor (Muar) sold their latex to a Chinese dealer who converted it into first class sheet. Budding generally does not seem to appeal to small holders though one in Muar budded some 715 trees on his holding, with a percentage of about 75% takes.

(*a*) *Pests and Diseases.*—Mouldy Rot (*Ceratostomella fimbriata*), contained to be the most serious and wide spread disease of rubber in the State. Control measures on the whole were satisfactory.

(*b*) *Termites.*—Greater use is being made of chemicals in the control of this pest, and *Cymag* and *Cirrus Silicofluoride* are in general use in small and medium holdings.

(*c*) Rats and snails increased in some areas.

(*d*) Oidium Heveae: the infection was milder than usual.

(*e*) Root diseases control received attention.

29. The Small Holders Advisory Service continued to function during the year. Lectures and demonstrations on all aspects of estate management were conducted throughout the year.

30. *Coconuts.*—The area under coconuts was estimated at 171,733 acres as against 171,366 acres in 1937. 169,603 acres are cultivated by small holders, 69,495 of which are interplanted with other Kampong Crops. Local prices followed the general trend of the Singapore Market, discount ranging from 40-80 cents per pikul, depending on quality distance, and transport costs to Singapore. Exports totalled 766,751 pikuls valued at $2,683,629 compared with 742,055 pikuls valued at $4,823,358 for 1937. The Copra industry in Johore is almost

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entirely a small-holders industry, but not all owners of coconut holdings are producers of Copra. Although small coconut holdings are mainly owned by Malays, the production of Copra is very largely in the hands of Chinese, who either purchase the nuts or lease the holdings. That the Malays are showing increased interest in the production of Copra from nuts grown on their own holdings was evidenced in reports received from Chinese Copra producers, that they were finding it more difficult to purchase nuts and obtain a lease of holdings.

It is encouraging to find that many owners of kilns when deciding on rebuilding, model their new kilns on approved lines. At the end of the year there were 93 kilns of improved design in existence in the State. The majority being owned by Malays. No pest or disease of economic importance was recorded during the year, though in Batu Pahat District the Coconut Beetle (*Oryetes Rhinocerus*) was in evidence.

31. *Arecanuts.*—The area under this crop at the end of the year was estimated at 38,402 acres as against 33,964 acres in 1937, practically the whole of which is grown in mixed cultivations with other kampong products. The chief export in the commodity was "Split" which is manufactured in all producing centres. Exports totalled 351,106 pikuls valued at $2,111,773, a big increase on 286,602 pikuls valued at $1,785,529 in 1937. No pest or disease of importance was recorded during the year.

32. *Tapioca.*—The area under Tapioca at the end of the year was estimated to be 2,521 acres of which 138 acres were planted as a sole crop. Corresponding figures for 1937 were 3,458 and 208 acres.

Exports of Tapioca produce amounted to 6,756 pikuls, valued at $25,260 which compares with 12,604 pikuls, valued at $85,707 in 1937. Tapioca is gradually losing its importance as a crop in the State, owing largely to the prohibition against planting on virgin jungle land as a sole crop. Only one factory operated during the year and that only temporarily, to deal with the produce of an area of land which has passed into the hands of European Company. The grades commonly manufactured and exported are Flour, Flake Fair and Seed Pearl.

33. *Gambier.*—The total area under cultivation at the end of the year was 1,497 acres, of which 695 acres are cultivated as a sole crop. This shows little change over the 1937 figures of areas planted which were 1,477 and 790 acres respectively. Most factories worked at irregular intervals, owing to a scarcity of raw material. Exports totalled 4,907 pikuls, valued at $64,285 which compares with 4,868 pikuls, valued at $21,928 in 1937. The crop remained singularly free from pests and diseases during the year, the only pest of economic importance being the larvae of the Pyralid Moth, *Margaronia marginata* which did some damage to the Gambier at the Central Agricultural Station.

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34. *Tuba.*—The total area under cultivation at the end of the year was 4,289 acres of which 1,087 acres were grown as a sole crop. This compares with a total of 6,314 acres, and 722 acres cultivated as a sole crop in 1937. The average prices, were root brought on ether extract $15—$10 and Rotenone content $25—$19.

35. *Pineapples.*—Prices for canned pineapples were weak throughout the first nine months of the year. G. A. Q. per case of 48 tins being quoted at:—Cubes $2.70; Sliced Flat $2.65; Sliced Tall $2.80 and Golden fetching an additional 10—15 cents for all three grades. Fruit prices for various qualities per 100 was as follows:—

No. 1. 50—$2.10, No. 2. 40—$1.70, No. 3. 20—$1.00. Exports and value for the past five years are as under:—

	No. of fresh fruits.	No. of cases of preserved pines.	Total Value. $
1934 ..	33,556,687	1,115,309	4,838,962
1935 ..	41,231,874	1,096,045	4,938,505
1936 ..	27,983,507	1,494,266	5,941,823
1937 ..	29,119,839	1,406,884	5,638,000
1938 ..	57,474,570	975,066	3,299,818

The total area under pineapple at the close of the year was estimated to be 50,597 acres, of which 43,319 acres were cultivated as a sole crop.

Five factories were in operation during the main crop season, and five during the short season, rarely working to capacity. Canners generally had an abnormally bad year. The high cost of tin plate and trouble with labour, both tended to increase costs of production, while the weakness of prices in the London Market added to canners' difficulties. The Canning Officer has remained in close touch with the industry. A Pineapple Packers Control Board came into being with the object of protecting the interests of packers and growers alike.

(B) *Crops grown on large estates.*

36. *Oil Palm.*—The area under this crop at the end of the year was 35,368 acres of which 29,465 acres are mature. Five estates are engaged in this form of cultivation, all of which are producing. The price of Palm Oil, in common with other vegetable oils, has fluctuated somewhat during the year: opening at £17 the price weakened progressively and closed at £13 per ton. The market for kernels followed the trend of palm oil. From an opening price of £10 per ton in January prices fluctuated on a declining market and closed at £8.10 per ton.

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(C) *Crops grown exclusively on small holdings.*

37. *Padi.*—The area under padi, wet and dry, was estimated to be 6,080 acres and 188 acres, as against 8,030 and 880 in the previous year. Most of the reduction of 1,950 acres of the area under wet rice was in the Muar district but some reduction was also recorded in Segamat and Batu Pahat districts. Many acres were abandoned as unsuitable for this form of cultivation owing to the lack of facilities for drainage and irrigation.

Similar words have occurred in these Annual Reports for several years, but this will probably be the last time that it will be necessary to write them. At last the outlook for padi cultivation in Johore is promising. Mr A. G. Robinson, Head of the Drainage and Irrigation Department, S. S. and F. M. S., visited Johore by invitation and after an extensive tour he wrote a most valuable and encouraging report which confirms the opinion that in the past there was too fatalistic an acceptance of the dictum that Johore is not and never will be a rice growing country. Mr Robinson's advice has been gladly and gratefully accepted by the Johore Government, a tremendous fillip has been given to padi planting in the State, and in most districts Penghulus and the rayat are quite enthusiastic and glad that at last the Government is really going to help their rice fields.

Mr Robinson's report shows that there are some large areas which may be made suitable for rice cultivation on a big scale. One area in particular in the Endau district he regards as having unusual potentialities, but on these big schemes Johore proposes to go slowly.

Following a recommendation of Mr Robinson, a dredge has been ordered for the Muar River which is essential for the improvement of existing sawahs in Segamat district, and all over the State it is the policy of the Government that the Drainage and Irrigation Department—separated now from the Public Works Department—shall concentrate on improving existing sawahs before launching out on the creation of new padi areas.

38. *Coffee.*—The area under coffee at the end of the year was estimated to be 9,041 acres of which 1,564 acres are planted as a sole crop. This compares with a total of 5,528 acres of which 1,333 acres was planted as sole crop in 1937. The increase in area is accounted for by the new planting and to the compiling of a more accurate record. It is grown almost exclusively on small holdings intemixed with other village crops, and there is a considerable local demand. The export trade is small and amounted during the year to 1,601 pikuls, valued at $22,919. The two types of coffee most commonly grown are Liberian and Robusta. The only pest of economic importance recorded during the year was the Coffee Berry Borer *cryphalus hampei.* The damage done was slight.

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39. *Tobacco.*—The area under this crop at the close of the year was 344 compared with 1,275 in 1937. Prices of dry leaf have fluctuated considerably during the year, ranging from $5.00 to $40.00 per pikul. Kluang and Batu Pahat remained the chief centres of production. The chief product of the factories are cigars, cheroots and shag, but some cigarettes of a sort are produced and sold amazingly cheap. The market for Johore grown Tobacco is a purely local one.

40. *Patchouli.*—Interest in this crop is on the wane, only 589 acres being cultivated during 1938, as against 1,044 in 1937. The chief centre production is Segamat district. Prices were fairly steady during the year, ranging from $4.00-$9.00 per pikul according to quality of leaf.

41. *Manila Hemp.*—Considerable interest has been shown by one or two individuals in the possibilities of Manila Hemp cultivation in Johore during the year. Applications have been made to Land Offices for the alienation of some thousands of acres of State Land for such cultivation but at the close of the year approval had only been given for the temporary occupation of 100 acres, as a nursery area.

42. *Miscellaneous Fruit.*—The estimated area under fruit at the close of the year was 10,564 acres against 9,561 in 1937, cultivated almost entirely as a mixed crop. In addition 6,712 acres are estimated as being under banana cultivation. Muar, Batu Pahat and Segamat are the chief centres of production of mixed fruit, and Kukup, Batu Pahat and Kluang the chief centres of banana production. Fruit cultivation is largely a peasant industry, the most popular varieties grown being Rambutan, Durian, Mangosteen, Nangka (Jack Fruit), Duku, Langsat, Chiku and Mata Kuching. The mid year crop was up to expectations. A well managed citrus garden at Kluang district continues to do a good trade in the sale of Marcots of a good variety of Mandarin Orange, and during December as many as 1,000 Marcots were disposed of.

43. *School Gardens.*—The number of school gardens in the State at the close of the year totalled 53 as against 47 in 1937. The standard of upkeep has been well maintained, particularly in the Northern Circle of the State where commendable keenness continues to be responsible for some excellent displays. The usual competition was held during the year with good results.

44. *Market Gardens.*—Continued to hold the interest of the Chinese, and an increase of 100 acres was recorded in the Northern Circle. At the end of the year it was estimated that the area under this form of agriculture was 2,368 acres. The State is self supporting in the matter of vegetables and a considerable surplus finds its way to Singapore.

45. *Home Gardens.*—Further progress in the establishment of Home Gardens in the Northern Circle has been made. Over 300 have now been created as against 200 in 1936.

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46. *Agricultural Shows.*—Three Agricultural Shows and Arts and Crafts Exhibitions were held in the State during the year.

(*a*) *State Agricultural Show.*—The fifth State Agricultural Show and Arts and Crafts Exhibition was held on 4th and 5th August at Muar. The show was well supported. The Department of Agriculture by the use of graphs, photographs and a very comprehensive display of agricultural produce, directed attention not only to the importance of agriculture in the State, but also to its wide diversity. The attendance was estimated at 35,000.

(*b*) *Central Johore Show.*—This third show was held on 28th and 29th July at Batu Pahat. The show was well supported. Attendance was over 23,000.

(*c*) *Segamat District Agricultural Show.*—This was held on 14th and 15th July and was attended by some 12,000 people. Like the Central Johore Show it was a success.

The annual Padi competition at Segamat in April as usual reached a high standard, as did the Segamat Annual Sawah competition in October.

LIVE-STOCK.

47. The number of animals slaughtered in Government slaughter-houses in Johore for local consumption were: cattle (including buffaloes) 2,322, sheep and goats 9,214 and pigs 37,495. Imports and Exports were:—

	Horses		Cattle (including buffaloes)		Sheep and Goats		Swine		Dogs	
	1937	1938	1937	1938	1937	1938	1937	1938	1937	1938
Imports	44	17	3,828	2,096	5,041	6,348	4,858	1,471	91	101
Exports	25	22	31	115	94	158	505	10,492	124	108

A census of live-stock in the State revealed the following figures:—

Buffaloes.	*Cattle.*	*Swine.*	*Goats.*	*Sheep.*
2,730	15,480	163,335	68,023	6,830

48. All the pig-farms are owned by Chinese; Indian and other cattle are mostly kept by Indians and there are a number of private dairies; Chinese and Malays breed buffaloes, and Malay small-holders breed goats and poultry.

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49. During the year, the State was almost free from any serious diseases of a contagious or infectious nature.

MARINE PRODUCE.

50. There are fisheries round all the coasts. Japanese fishermen work off the East Coast using the method known as "moro ami" in which highly skilled divers are employed to locate the fish nets then being set over the area and the fish driven into them. Deep sea fishing is carried on by Malays with drift nets operating chiefly from Mersing and Sedili, the catches being sent to Singapore by lorry. There are also Chinese fishermen on all the coasts. Seine or drag nets are used off shore by Chinese and Malays, and in sheltered bays and estuaries fishing stakes with ground or lifting nets are employed. Illegal fishing by means of explosives, which has been prevalent in the past, has decreased. Fish caught by this means is easily recognised owing to its mutilated appearance and the quickness with which decomposition sets in, rendering it unfit for consumption. Regular examinations of the markets and the prohibition of sale of any such fish, have proved to be the most successful way of dealing with the evil, the offenders finding themselves unable to dispose of their catches. River fish are caught in many places by nets, traps and rod and line. Fishing for sale is carried out under licence, fishing on a small scale for personal consumption only being exempt.

In 1937 the Revenue derived from fishing licences amounted to $11,366, an increase of $902 over the previous year, indicating an improvement in the fishing industry. Several new kelongs were erected both on the East and on the West coast. There were no reports of illegal fishing by means of explosives and this form of Japanese activity in Johore waters seems now to have ceased. Any valuation of the total quantity of fish taken from Johore waters is impossible, as the greater part goes in the fishing boats direct to the Singapore markets, only that passing through the Customs at Ports, mostly in dried form, being recorded.

FOREST PRODUCE.

51. The forests produce timber, firewood, charcoal and such minor products as rattans, resins used for varnishes and the wild rubber used for the manufacture of chewing gum.

52. In common with all other tropical rain forests the forests of Johore are composed of a large variety of species of which only a limited number produce timber of commercial importance. There is a great difference between the types of forest found in the western and eastern parts of the State. The most important timbers produced on the East are the semi-hard *Dryobalanops aromatica* (*kapur*) and the hard *Shorea materialis* (*balau*) the distribution of which in the rest of the Peninsula is very limited. Second in importance are the semi-hard *Dipterocarpus spp* (*keruing*) and the useful soft timber

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of a number of species of *Shorea* (*meranti*). The forests on the west of the State approximate more closely to those found in the northern parts of the Peninsula and produce *meranti* and *keruing*, also the hard *Balanocarpus Heimii* (*chengal*) and a hard timber known locally as *resak* which is obtained from various trees of the genus *Shorea*. In addition to the timbers mentioned above increasing use is being made of miscellaneous timbers classified for revenue purposes as class 2 which, by reason of their lack of durability, were previously neglected. These have been found to be suitable for temporary construction and are now being cut in large quantities, particularly by sawmillers who must utilize these "inferior" timbers in order to keep their mills working at full pressure. The result is that in the vicinity of sawmills the surrounding population have the advantage of a regular supply of well sawn cheap timber.

53. A very large proportion of the timber produced in Johore is still exported in the form of logs for the Singapore mills. This export, profitable though it may be, is giving rise to some uneasiness since the logs exported have to be of the very finest quality in order to stand the high cost of transport. The result is that the eyes are being picked out of the Johore forests for the benefit of Singapore, a process that cannot be allowed to continue indefinitely. The following table shows the amount of timber produced, exported and imported during the last five years.

Year	Timber produced tons	Timber exported tons	Per-centage exported	Timber imported tons	Excess of Exports over Imports tons
1934	58,357	35,069	60.1	18,030	17,039
1935	63,145	50,741	80.4	21,634	29,107
1936	58,907	35,856	60.8	25,927	9,929
1937	74,216	41,438	55.8	25,892	15,546
1938	99,364	65,469	65.9	45,182	20,287

Every attempt to reduce the destruction of the forests on State Land without depriving many small timber merchants of their livelihood failed, and in the latter part of the year a large number of the felling licences were cancelled.

54. The total outturn of timber of all kinds was 4,968,210 cubic feet an increase of 1,257,409 cubic feet or 34% over the 1937 figure. The rise was general over all classes of timber including sleepers for the F. M. S. R., but more sleepers were used in Johore than were felled there.

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55. Exports to Singapore amounted to 3,208,129 cubic feet or 64.6% of the total production being an increase of 54.8% by comparison with the amount exported in 1937. Other exports to places within Malaya include 69,328 cubic feet to Selangor, 60,180 cubic feet to Malacca and smaller quantities to Penang, Negri Sembilan and Pahang.

56. The export of Johore timber to the United Kingdom was 6,092 cubic feet compared with 7,349 in 1937. This fall was due to the complete lack of demand for *keruing* until the last quarter.

57. The percentage of reserved forest to the area of the State rose from 15.4% to 15.9%. In addition about 250,000 acres of new reserves have been provisionally agreed to by Government, which will bring the percentage up to about 20%. The Commissioner of Lands has recommended even further extensions. The percentage generally accepted as desirable is somewhere in the region of 25 but might well be more in a State so well situated to participate in a profitable export trade as is Johore. With Singapore, one of the largest timber consuming centres in the East, right on her doorstep Johore can count on a steady and increasing demand for timber of all classes. That demand is at present being supplied from unreserved forests particularly in the Kluang, Endau and Kota Tinggi districts to the detriment of the forests concerned since exploitation is highly selective, haphazard and virtually uncontrolled. On State land, moreover, such fellings cannot be followed up by departmental silvicultural operations which ensure adequate regeneration of the desired species to replace the mature trees felled.

Regeneration Improvement Fellings were carried out for the first time over 4,201 acres and for the second time over 720 acres. The cost of the first operation was $4.28 per acre, and of the second $4.40. This includes the purchase of poison at $0.12 per acre. These operations, which consist of the cutting of small and the poisoning of large trees of unmarketable species, are made with the object of assisting the establishment of a new crop of the valued species. When this object has been attained the overwood of valuable trees can be marketed.

58. The total output of firewood was 3,208,129 cubic feet, compared with 3,298,645 in 1937. The outturn of inland firewood increased from 965,662 cubic feet to 1,293,366: this trade suffers from competition with untaxed firewood derived from the rubber plantations who fell and sell their older trees for re-planting. The outturn of mangrove firewood fell from 2,332,983 cubic feet in 1937 to 2,150,670: this fall is due to the fact that the mangrove forests have been over exploited and

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must be rested for a long period of years. The following table shows the outturn and export of firewood during the last five years:—

Year	Firewood produced tons	Firewood exported tons	Percentage of export to outturn
1934	166,196	72,918	63%
1935	116,988	74,862	63.5%
1936	125,593	73,416	58.4%
1937	131,945	80,939	61.3%
1938	129,871	86,126	66.3%

The outturn of charcoal again rose from 1,274,024 cubic feet in 1937 to 1,361,570 in 1938. The outturn from mangrove reserves increased.

59. The revenue from minor forest produce rose from $30,936 to $56,794. The increase in all heads but chiefly in rotans, damars and jelutong gum. The price of the last, and with it royalty, fell very heavily, but the outturn increased.

60. There are now six sawmills in the State and three more mills are contemplated.

61. The revenue collected and the surplus of revenue over expenditure were again the highest since the formation of the department in 1921. They were $439,760 and $300,955 compared with $342,901 and $232,039 in 1937. The percentage of expenditure to revenue is only 31.6%.

MANUFACTURES.

62. Such processes of manufacture as are performed in Johore relate almost entirely to the treatment of the raw materials the production of which is the State's main industry. Thus there are factories on rubber, tapioca and oil-palm estates, which are engaged in the preparation of those commodities for export. A large proportion of the pineapples grown in Johore are preserved and packed in tins and those processes are carried out in factories.

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In addition to these there were the usual little ice-works, aerated water plants, engineering work-shops and printing-works and *jelutong* factories.

VII.—COMMERCE.

63. The total trade amounted to $104,608,984 as compared with $150,549,446 in 1937.

The figures were as follows:—

	1937	*1938*
	$	$
Imports ..	47,288,555	43,380,224
Exports ..	106,119,505	62,758,582
	153,408,060	106,138,806
Less Re-exports ..	2,858,614	1,529,822
	150,549,446	104,608,984

The values of imports for 1937 and 1938 under the various main heads were:—

	1937	*1938*
	$	$
Animals, Food, Drink and Tobacco ..	20,106,699	20,020,832
Raw Materials and articles mainly manufactured ..	2,547,308	2,146,977
Articles wholly or mainly manufactured ..	24,237,927	20,824,431
Parcel Post ..	386,081	387,984
Coin and Bullion ..	10,540	—
	47,288,555	43,380,224

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The total value of Imports was $3,908,331 less than last year, the decrease being due to a decline in general prosperity owing to the low percentage of release of the rubber export quota, which prevailed during the greater part of the year, and to the low price of the commodity.

EXPORTS.

64. The following table shows, under the main heads, the quantity and value of exports for 1937 and 1938.

Articles	How counted	1937 Quantity	1938 Quantity	1937 Value	1938 Value
				$	$
Arecanuts ...	Pikuls	286,602	351,106	1,785,529	2,111,773
Copra ...	do.	742,055	766,751	4,823,358	2,683,629
Pepper ..	do.	44	250	510	2,105
Gambier ...	do.	4,868	4,907	21,928	64,285
Coffee ...	do.	1,216	1,601	17,024	22,919
Rubber ...	do.	2,067,153	1,497,352	86,349,336	44,394,960
Sweet Potatoes ...	do.	13,247	5,903	46,364	40,327
Tapioca ..	do.	12,604	6,756	85,707	25,260
Sago ...	do.	—	10.692	—	12,831
Pineapples ..	Nos.	29,119,839	57,474,570	727,975	1,434,903
Preserved Pineapples	Cases	1,406,884	975,066	4,910,025	1,864,915
Other Agricultural Produce	—	—	—	445,667	3,053,496
Total Agricultural Produce ...	—	—	—	99,213,423	55,711,403
Timber ...	Tons	123,094	152,625	1,005,994	1,009,419
Other Forest Produce	—	—	—	540,550	735,995
Total Forest Produce ...	—	—	—	1,546,544	1,745,414
Tin-ore ..	Pikuls	18,104	18,015	1,848,734	1,702,863
Iron-ore ...	Tons	519,339	491,550	2,596,696	2,457,752
Bauxite ...	do.	12,627	46,283	62,659	231,419
Wolfram ...	Pikuls	2	—	30	—
China Clay ...	Tons	30	392	602	7,560
Gold Dust ...	oz. Troy	—	—	—	—
Gold Output ...	do.	2.751	30.5746	154	1,712
Total Minerals .	—	—	—	4,508,875	4,401,306
Marine Produce ..	—	—	—	327,152	315,086
Swine ...	Nos.	535	8,619	7,748	127,637
Cattle ..	do.	43	45	2,158	2,047
Poultry ...	Dozens	6,181	8,417	33,101	25,948
Goats and Sheep ...	Nos.	33	808	237	3,555
Eggs ...	do.	10,732,760	19,819,329	176,311	319,670
Miscellaneous ...	—	—	—	303,956	106,516
				106,119,505	62,758,582

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65. The above figures show a total decrease of $43,360,923 compared with the value of exports in 1937 and the value of rubber exports alone fell by $41,954,376 during the year. The percentage of release under Rubber Regulation, which was 70% during the first quarter, was reduced to 60% from the 1st April and to 45% from July until the end of the year. The lowest price—16½ cents a pound—was recorded in April and the highest—28½ cents in October, the average for the year being 22.98 cents compared with 31.56 cents in 1937. This situation has, however, contributed to a substantial increase in the value of exports of other agricultural produce, notably arecanuts and gambier, and preserved pineapples are the only important commodity under this heading to show a decrease. This was due both to domestic and world causes.

The price of tin averaged $91.14 a pikul in January, $110.03 in December. The lowest price was $76 on 3rd May and the highest $111.75 on December 30th and 31st. The quantity exported was 11 pikuls more than in 1937, but there was a decrease of $45,871 in value.

Generally speaking the figures of revenue by Productive groups, with the important exception of rubber and the minor exceptions of Copra, Tapioca, minerals and Cotton piece-goods bear comparison with the trade figures for 1937 and are favourable in comparison with those of the three previous years. The decline in revenue from Cotton piece-goods is largely due to the preference (duty free) allowed to Empire manufactures; and that the Copra industry, though hard hit by a weak and congested market, is not moribund is shown by the fact that the amount exported was greater than in 1937. The price throughout the year remained below the dutiable level. A satisfactory feature of the year's trade was the increase of exports of arecanuts, which are now finding a wider market in India, and of Groundnuts.

Liquors and tobacco show a decrease, which was inevitable in a year of considerable depression, and it is interesting to note in this connection that a factory for the manufacture of extremely cheap cigarettes from locally grown tobacco was established in Johore Bahru. This factory makes a small cigarette which sells at ten cents for 100 and the average monthly production was approximately 3,000,000. The potential monthly output is 15,000,000, but the article produced is not as yet in anyway competitive with the better class of imported cigarettes.

Iron ore was exported to Japan both from the West and East Coast and exports of Bauxite to that country increased considerably. Percentage figures show that the revenue contributed by duty on rubber exports accounted for only 14.54% compared with 30.90% of the total revenue for 1937 and the relatively high percentages shown by the other classes must therefore be regarded as abnormal.

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Certain articles of foodstuffs, *e.g.* sweet potatoes, fruits, eggs and poultry are sold in the Singapore market for local consumption, but most of the exports are shipped to other countries, which are indicated in Singapore statistics. A great amount of Johore rubber is shipped direct to other countries through Singapore shipping agents.

VIII.—LABOUR.

INDIAN IMMIGRATION FUND.

66. The cost of importing Indian immigrant labour is met by the Indian Immigration Fund, which was constituted in 1907 under the management of the Indian Immigration Committee. All employers of Indian labour working on estates, mines, public works, and other specified forms of employment contribute to this Fund in the form of assessment on the number of days' work done by Indian labourers, a quarterly rate for every 72 days' work being fixed by the Indian Immigration Committee. The quarterly rates fixed during 1938, for men and women respectively, were as follows:—

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Men	$2.16 cents	72 cents	72 cents	72 cents.
Women	Nil	Nil	Nil	Nil

ASSISTED IMMIGRATION.

67. Assisted immigration from India was stopped by the Government of India in July but wives and families of labourers already employed in Malaya were permitted to join their relations and were given assisted passages.

The total number of assisted immigrants destined for Johore that arrived in Malaya during the year was 554.

NON-ASSISTED IMMIGRATION.

68. In addition to the assisted immigrants there is a considerable yearly flow of non-assisted immigrants, that is, labourers and others who pay their own passages to Malaya. It is not known how many of the total number of such immigrants entering Malaya (39,627) were destined for Johore.

REPATRIATION.

69. The total number of Indian labourers repatriated through the Labour Office in Johore Bahru during the year was 4,535 compared with 1,019 in 1937.

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ASSISTANCE TO INDIAN LABOURERS IN NEED OF RELIEF.

70. There was little unemployment during the year and labourers that applied to the Labour Office for assistance to find work were generally placed in employment without difficulty. The majority of applicants for relief were those who desired to be repatriated, and these included (*a*) labourers either temporarily or permanently unfit for further work in Malaya, (*b*) labourers with sick dependents or young children without a female relative to look after them (*c*) widows who wished to return to India.

A small number of sick or decrepit labourers who had no relatives to look after them and did not wish to return to India were admitted to the Home for Decrepit Indians at Kuala Lumpur.

Depot.—The depot, which was opened in March, 1936 for housing labourers waiting for repatriation, unemployed, and others requiring relief, continued to be in use throughout the year in review. A total of 64,373 meals were supplied to persons awaiting repatriation and others who were admitted to the depot.

INDIAN POPULATION.

71. The Indian population of Johore as ascertained in the 1931 Census was 48,667, classified as 38,534 Tamils, 2,136 Telugus, and 7,197 Malayalis. Northern Indians numbered 2,371.

The average Indian Population for 1938 was estimated to be 84,090 as against 88,210 in 1937. The decrease is due to the gradual reduction of labour forces following the fall in the allowance of export rights.

RETURNS AND VITAL STATISTICS.

(*a*) Employers of labour are required to furnish quarterly returns of labour population in a form prescribed under the Labour Code. Small employers do not usually furnish these returns and it is considered that in general no useful purpose would be served by attempting to collect returns from such employers.

The following table is a summary from these returns showing the number of returns received and the total number of labourers in private employment, including working minors but excluding dependents, at the end of each of the last five years.

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LABOURERS IN PRIVATE EMPLOYMENT.

Year	1934	1935	1936	1937	1938
No. of Returns	329	488	484	521	485
Indians ...	24,465	27,404	28,483	40,174	36,999
Chinese ...	25,740	24,976	26,223	32,006	24,989
Javanese ...	7,650	6,392	7,702	9,593	7,432
Others ...	1,497	1,254	832	821	680
Total ...	59,352	60,026	63,240	82,594	70,100

It will be seen from the above figures that a general decrease in the labour population has taken place during 1938. Figures of Malay labourers remained inconsiderable and are therefore included under "Others".

(*b*) The following are similar figures for labourers employed by Town Boards and Government Departments:—

LABOURERS IN GOVERNMENT EMPLOYMENT.

Year	1934	1935	1936	1937	1938
No. of Returns	32	33	35	35	34
Indians ...	3,537	4,086	4,913	4,979	4,637
Chinese ...	403	787	1,066	968	587
Javanese ...	686	749	1,173	896	979
Others ...	561	898	1,028	558	753
Total ...	5,187	6,520	8,180	7,401	6,956

It will be seen from these figures that a small decrease in labour strength has taken place throughout 1938, particularly among Chinese.

(*c*) The average Indian labour population and the death rate per mille, for the working population only, as compared with the returns for the year 1937, are as follows:—

	Average population		Death rate per mille	
	1937	*1938*	*1937*	*1938*
Private employment ..	36,651	38,629	11.21	13.51
Government employment ..	4,618	4,581	5.41	8.27

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IX.—WORK AND WAGES.

INDIAN LABOUR.

(*a*) Indian labourers are mainly employed on tapping, field, and factory work on estates, road-construction and maintenance under the Public Works Department, scavenging and grass-cutting under the Town Boards and work on the permanent way under the Federated Malay States Railways. They are also employed on line work in the Posts and Telegraphs, anti-malarial oiling and maintenance under the Anti-malarial Board, in the Drainage and Irrigation Department and in the Johore Water Works. Skilled or semi-skilled Indian labourers are mainly employed by Government Departments but a number are also employed as engine-drivers and in other works on mines.

Average minimum rates of pay for the year excluding higher paid labourers, mandors, and skilled or semi-skilled workers, are given in tabular form below:—

Place of employment	Average rates of wages	
	Men	Women
Estates ... Weeders ...	40 — 60	32 — 40
Estates ... Tappers ...	40 — 60	32 — 40
Estates ... Factory ...	45 — 75	35 — 50
P. W. D. ...	50 — 68	40 — 48
F. M. S. Railways ...	50 — 56	—
P. & T. Department ...	50 — 80	—
Anti-malarial Board ...	50 — 68	—
Drainage & Irrigation Dept. ...	60 — 75	—
Waterworks ...	60 — 90	—
Mines ...	60— $1	—

It may be noted that both on oil-palm estates and on many rubber estates a bonus or payment by results system is in force which enabled tappers on rubber estates and harvesters on oil-palm estates to earn higher rates than those quoted above.

Hours of work averaged on estates roughly 6-7 hours for tappers, 7-8 hours for weeders, and 8-9 hours for factory workers. In Government Departments hours of work averaged 8 a day, labourers employed by the Town Boards generally working a part day of 5 hours on Fridays.

Overtime work is payable under the Labour Code at double rates for work over 9 hours in any one day.

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CHINESE LABOUR.

(*b*) Chinese labourers are employed mainly on tapping and the heavier field works on estates, and on earth works under Government Departments, and comprise the main working population of mines and pineapple factories. A number of skilled and semi-skilled Chinese labourers are employed by Government Departments and other employers. Except for a minority employed by European estates on daily pay, Chinese labourers generally work on a payment by results system, either through a contractor or on direct contract with the employer. It is in consequence difficult to ascertain their average earnings particularly where Chinese employers are concerned, more especially as the labourers themselves are often unwilling to give anything away. The following figures show the average rates paid to Chinese labourers on estates, for each quarter of the year:—

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
Tappers ..	55-65	50-55	35-50	40-50
Weeders ..	60-70	50-60	45-50	50-55

These figures, which are considered to be approximately accurate, reflect, particularly among tappers, the changes in the price of rubber which from any average of 22¼ cents in January sank to 18⅛ cents in April and rose to an average of 27½ cents in December.

Daily rates of pay for Chinese labourers on estates varied from 60-85 cents.

The average rates of pay for unskilled Chinese labourers working on mines were 70 cents-$1.00 a day with food, or 80 cents-$1.20 a day without food.

Rates of pay for labourers working in pineapple factories vary considerably in accordance with the nature of the work, of which the greater part is specialised, and it is not possible to state an average. There is moreover no reliable information available as to actual earnings.

JAVANESE LABOUR.

(*c*) Javanese labourers are employed mainly on tapping and heavier field works on estates, grass-cutting under the Town Boards, and river-cleaning under the Drainage and Irrigation Department. They are generally employed in conjunction with Indian labourers, both on estates and in Government Departments, are paid, when on daily pay, at the same rates and work the same hours. When working on contract rates at estate work other than tapping, their earnings probably approximate to those of Chinese labourers engaged on similar work.

A small number of Javanese labourers are employed on mines.

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OTHER LABOUR.

(*d*) Other labour comprises mainly Malays and Northern Indians. Malay labourers are employed mainly in grass-cutting under the Town Boards and the Public Works Department, a small number being employed as tappers on estates where they generally supplement rather than form part of the regular labour force. They are paid at the same rates as Javanese and work the same hours. A small number of Malay labourers are employed in conjunction with Javanese on Mines.

Northern Indians are employed mainly on carting and earthwork on which latter their earnings are believed to approximate to those of Chinese labourers.

COST OF LIVING.

72. The index of labourer's cost of living is the price of rice, which remained fairly stable at 24 cents a gantang (Rangoon rice) during most of the year but rose together with other commodity prices, to 26 cents towards the close of the year. The cost of the Indian labourer's standard budget showed little variation during the year.

No detailed figures are available of the cost of living for labourers of other races.

The Chinese labourer feeds better than the Indian and his cost of living is naturally higher. This however is offset to some extent by the saving effected by the communal messing system.

LABOURERS' WELFARE.

(*a*) *Housing.*—The housing of labourers on the larger estates was generally satisfactory and with improving financial conditions fair progress was made with necessary renovations and replacements, although there was still room for improvement on a number of estates.

A notable development in the last few years has been the growing tendency of employers to provide detached or semi-detached cottages for family occupation in place of the old type of barrack lines and the cottage line is now generally favoured.

During 1938, 31 plans of new lines for Malays and Indians and 47 for Chinese were approved. Most new lines have separate kitchens provided.

Lines the population of which may sometimes be Chinese and at other times South Indians are generally built with cement floors, but where South Indians only are to be housed wooden floors are now occasionally to be seen in new buildings, though there are still comparatively rare. Almost all the newer buildings, however, are supplied with fire places and chimneys, with consequent improvement in comfort and cleanliness.

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Another notable development has been the improvement of housing accommodation on the smaller Asiatic-owned estates, which was maintained throughout the year, although here too there was still room for further improvement. It may be noted here, as what, it is to be hoped, is an indication of an increasing appreciation by the smaller employers of their obligations to their labourers in this respect, that in the great majority of cases improvement was effected by means of recommendations by the Health and Labour Departments, and that in only nineteen cases was the issue of an order under the Labour Code necessary.

The housing of labourers employed under Government Departments was generally satisfactory and the standard of accommodation provided continued to show improvement.

(*b*) *Water Supply.*—Larger estates often have their own piped water supply conducted to stand-pipes at each set of lines, although a decreasing number still rely on a well supply. Smaller estates generally obtained their water supply from wells, and improvement in such supplies was continued throughout the year on recommendations from the Health Department. 9 orders under the Labour Code for the improvement of estate water supplies were issued during the year.

Government lines in the towns are generally served by the public water supply, other lines being provided with protected wells.

(*c*) *Sanitary Arrangements.*—Sanitary arrangements on estates are regulated by the Health Officers in accordance with Rules under the Labour Code. Latrines of bore-hole, pit, or bucket type are generally provided, although septic tanks have been installed on a small number of estates.

(*d*) *Prevention of Malaria.*—Regular anti-malarial work is maintained on almost all estates of any size under the directions of the resident or visiting medical practitioners, special anti-malarial inspectors, or dressers whose sole duty it is to supervise anti-malarial work, sometimes being employed.

Anti-malarial work in the towns and villages is controlled by the Anti-malarial Board, and on the Railways by the Health Officer, F. M. S. Railways.

(*e*) *Hospital Accommodation and Medical Attendance.*—There were 38 Estate Hospitals, including one detention ward and 5 Group Hospitals maintained on estates during the year. One of the Group Hospitals and 7 of the Estate Hospitals were in charge of resident medical practitioners, the remainder being in charge of visiting medical practitioners. Estates that do not maintain their own hospital or contribute to a Group Hospital make use of the Government Hospitals in each District. There are eleven such Government Hospitals in Johore.

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All estates of any size employ a visiting medical practitioner who visits the estate regularly, generally at weekly, fortnightly, or monthly intervals. The majority of such estates employ qualified resident dresser, although some few smaller estates employ a visiting dresser from a neighbouring estate. The number of unqualified men employed as dressers is being gradually decreased.

All larger estates maintain their own dispensaries, while smaller estates keep a stock of medicines as required by the Health Department.

(*f*) *Maternity and Infant Welfare.*—All female Asiatic labourers are entitled under the Labour Code to abstain from work for a period of one month before and one month after confinement, and to receive from the employer a maternity allowance in respect of these periods, calculated on the average monthly wage earned prior to their so stopping work.

Maternity cases are treated free in Government Hospitals, and Indian women labourers and dependents from estates are almost without exception admitted to Government Hospital for confinement, their prejudice against, or fear of, going to hospital having apparently been almost entirely overcome. This however unfortunately is not the case with Javanese labourers, who can rarely and with difficulty be persuaded to send their wives to hospital for confinement. This, aggravated by Javanese theories of suitable feeding for infants, is reflected in the high infant mortality rate that appears to be general among Javanese labourers.

Specially to be noted is the practice on certain estates of sending maternity cases to hospital some months before confinement for routine pre-natal examination and any medical treatment that may be found necessary.

(*g*) *Nurseries.*—The construction and maintenance of properly equipped nurseries for infants under the age of three can be required under the Labour Code on any place of employment where more than fifty female labourers are employed. Such nurseries are provided on almost all estates where any considerable number of women, whether fifty or less, are employed, with one or more ayahs in charge, and free milk or kanji are supplied to the infants or children accommodated in them.

On estates where a small number of women only are employed and there is no proper nursery, a temple, drama-shed, or enclosure under raised lines often serves the same purpose satisfactorily.

A special attention to children's health and welfare that deserves note is the provision on a number of estates of a regular supply of free milk, kanji, or other food to school-children or to all children on the estate.

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EDUCATION.

73. There were 109 registered Indian Vernacular schools in Johore at the end of the year, an increase of 38 from the previous year, and of these 101 were estate schools.

In addition to the registered schools there were about 26 unregistered schools on estates at the end of the year. The reason for non-registration generally was that the number of children attending the school fell short of the 15 pupils required to constitute a school within the meaning of the Registration of Schools Enactment.

All registered schools qualified for Government Grants in 1938, the total amount of grant-in-aid earned being $22,249.72.

The construction and maintenance of a school can be required. under the Labour Code on any place of employment where there are ten or more labourers' children of any one race between the ages of seven and fourteen.

LABOURERS' ALLOTMENTS.

74. A provision under the Labour Code (Amendment) Enactment, 1936, requires the employer to set aside land (1/16 of an acre for each labourer who has dependents) suitable for use as allotments or grazing land.

On the majority of estates adequate land is available for this purpose and unplanted ravine areas can be made available for allotments subject to necessary anti-malarial control. Progress made with extending the allotment area and cultivation of existing allotments was in general fairly satisfactory, particularly on estates with an older and more settled labour force, but in a number of cases it was noted that labourers, for a variety of reasons, made little use of the land available. In some cases promising schemes have come to nothing through lack of interest displayed by labourers.

In last year's report the establishment of a large scale land settlement for Chinese labourers on Sedenak was noted. Several other estates have started settlements on smaller scale and it is possible that considerable success will be obtained with Chinese. Although the same amenities are offered to Indian labourers on certain of these estates where a mixed labour force is employed they have as yet shown no interest. The success of Chinese settlers may encourage them later.

Other experiments on a small scale in settling Indians, Chinese, or Javanese, on estates have generally not reached the stage where it is possible to state whether or not they are likely to be finally successful. It is recognised, however, that the matter is one that will require to be given increasing attention.

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TRUCK.

(*a*) *Rice.*—Rice is supplied under permit from the Controller on all estates that employ any considerable number of Indian or Javanese labourers. There were some 131 such permits in force at the end of the year.

(*b*) *Estate shops.*—Almost all estates that are not immediately adjoining a town or village run one or more shops for the sale of provisions to their labourers. All such shops are required to be authorised by the Controller, and are under the control of the manager, who regulates the prices charged.

On the majority of estates the shops are either rented out for a nominal rent or allowed free to private shop-keepers.

INSPECTIONS AND COMPLAINTS.

127 visits of inspections to estates were made during the year, which included 4 special visits and 762 complaints from the labourers were registered.

OFFENCES AND PROCEEDINGS.

There were 6 convictions of employers for offences against the labour law, 4 of these being non-compliance with orders issued under the Labour Code and 2 for non-payment of wages. 15 Civil Suits were instituted in the Magistrates Courts by labourers against employers during the year. 3 suits were instituted by employers against labourers.

STRIKES AND DISTURBANCES.

Indian Labour.—There were no serious strikes, labour disputes, or disturbances affecting Indian labourers during the year.

Chinese Labour.—There were 2 strikes amongst Chinese in pineapple factories but they were not of a serious nature. They were settled by intervention by the Protection of Chinese.

LEGISLATION.

Legislation regulating the employment of labour and conditions of employment is comprised in the Labour Code, the Mining Enactment, the Machinery Enactment, the Pineapple Industry Enactment, the Workmen's Compensation Enactment and in the Rules under these Enactments.

GENERAL.

75. Although labour forces have decreased generally during the year it is still possible to find employment for labourers. Replanting programmes absorb a surplus that would otherwise be unemployed.

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As reported above some estates have given out land to Chinese with a view to encouraging them to settle on the estate. No Indians have yet taken advantage of such a scheme although the same terms have been offered them in many cases.

The subject of nutrition has assumed importance in recent years and finds a reflection in increased attention to children of labourers in creches and in some instances to the diets of labourers themselves. Substances such as marmite are occasionally provided in creches in addition to the usual milk.

On an oil palm estate it was found that refined palm oil was given to children and adults. This palm oil is said to be better than cod liver oil but it is at present unpalatable to labourer. He declares that it gives him skin disease and stomach ache but this seems to be pure imagination. The estate sends free oil to the Infant Welfare Centre in Singapore and receives glowing reports of its efficiency as a body builder. One of the Assistants on the estate is taking a course of the oil with a view to disprove the skin disease theory.

On one estate visited by the Controller of Labour the labourers subscribe 10 cents a month voluntarily. The proceeds are used for a weekly feast at which goats etc. are killed.

It seems clear that any effort to suppress Toddy Drinking among South Indian labourers would be resented by the labourers themselves.

On one estate, soon after the wages were reduced from 50 cents to 45 cents, the manager received a petition from one of his oldest labourers asking him if he could not see his way to increasing the wages again to 50 cents as the petitioner 'liked to live in an aroma of toddy'.

With regard to general conditions of life in his spare time, the labourer's bicycle, of which there are great numbers on every estate, renders it easy for him to visit the local village, while the adequate pay he earns brings the younger man regularly, in hired cars crammed with his relations and friends, to the "talkies" (particularly if he is Chinese) or, in now rapidly diminishing numbers, to the drama or wayang.

CHINESE LABOUR.

Labour Cases.—There were 189 enquiries under section 96 of the Labour Code as compared with 143 in the previous year, and claims made by 1,198 labourers as against 1,008 totalled $28,914.07 as against $25,394.82. The average claim was

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therefore for a sum of about $24.13 as compared with $25.19. Orders were made totalling $20,259.32 as against $16,139.79 and the sums recovered through that office amounted to $5,667.62 as against $8,975.42. Orders for execution in Court were issued in respect of unpaid balances.

Repatriation of Destitute Chinese.—Sixty-six Chinese were repatriated by the Protectorate during the year. Of these, 17 came from the Vagrant Ward, 2 were recommended by the Medical authorities and 33 males, 11 females and their minor dependants were direct applicants at the Protectorate.

Immigration Quota.—The Immigration Quota into Malaya dropped from 6,000 to 3,000 on 1st January, 1938 and subsequently to 500 per month on 1st April, 1938.

Mui-Tsai.—Of 91 Mui-tsai on the register at the end of 1937, 74 remained at the end of 1938, the difference being largely accounted for by the cancellation from the register.

During the year there were 5 prosecutions of employers of mui-tsai, two being cases of possessing unregistered mui-tsai.

Children.—There were eleven prosecutions under the Children Enactment.

Women and Girls.—At the end of 1937 there were 7 Johore girls in the Po Leung Kuk, Singapore. Fifteen others were admitted in 1938, 5 were released and one was sent to the Women's Industrial Home organised by the Salvation Army in Singapore. The total of Johore girls remaining in the Po Leung Kuk was thus 16. In addition to the girl transferred from the Po Leung Kuk to the Women's Industrial Home, another Johore girl was sent direct to the Women's Industrial Home and both these girls were still there at the end of the year.

The usual halfyearly inspections of all registered mui-tsai at their dwelling-places were carried out by the Protector of Chinese and the Assistant Protector, Muar; and in addition the more accessible girls (72 out of 74) were visited by Lady Inspector of Mui Tsai. Thirty girls have accounts in the Post Office Savings Bank and 14 attend school.

X.—EDUCATION.

76. *Organisation.*—Since March 1928 the Education Department has been under a European Superintendent, seconded from the Education Department of the Straits Settlements and Federated Malay States, Johore defraying his salary and its due proportion of his leave, pay and pension. In 1938 other officers seconded on the same terms from the same department were 6 European Masters. There is a Malay Committee which is responsible for the syllabus and teaching in religious (Quranic) schools.

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77. *Government Schools.*—In the 73 Muslim Religious schools for boys and the 15 similar schools for girls there were 180 Malay teachers and an average enrolment of 9,868. Vernacular education for Malays showed increases of 11% and 24% in the average enrolment of boys and girls respectively.

In the 134 Malay Vernacular Boys' schools there were 563 Malay teachers and an average enrolment of 15,907 pupils.

In the 21 Malay Vernacular Girls' schools there were 85 Malay teachers and an average enrolment of 2,236 pupils.

In the 7 English Boys' schools there were 11 European and 109 local teachers and an average enrolment of 1,993 pupils. Classes in English were started in Malay Schools for boys likely to go on to English Schools in 1939. They were held on Saturday mornings, when Malay Schools are shut, and it is hoped that this innovation will help the Malay boy entering an English School at 10 or 11 to keep pace with Chinese and Indian boys who entered it in the Primary Class at 6.

78. *Aided Schools.*—There are two English Schools for Girls in Johore which receive grants, the Convents at Johore Bahru and Muar. Average enrolments were 310 and 136 respectively. One girl from the Johore Bahru Convent sat for the Junior Cambridge and passed, and four candidates for the Trinity College of Music Practical Examination all passed.

In the 109 Aided Tamil schools, there was an average enrolment of 3,632.

Private Schools.—In the 21 private English schools drawing no grant-in-aid there was an enrolment of 1,697. There were 245 registered Chinese schools with 606 teachers and 14,423 pupils.

79. *Elementary Education.*—This is provided in vernacular schools, Malay, Tamil and Chinese. The aim is to provide for children from the age of 5 to 14 years. Special attention is paid to local crafts and industries and in rural areas to gardening. Girls study as special subjects needlework, cookery, domestic economy, nursing, hygiene, handwork and art.

Pupils at the Malay Government and Tamil Aided elementary schools enjoy free education including free books.

80. Four new permanent Malay schools were completed, and work was in progress on one at the end of the year. In addition 12 schools were enlarged.

81. The Tamil schools with 8 exceptions are Estate schools. They nearly all have separate and satisfactory buildings and there is a steady improvement in furniture and equipment. With experience the staffs are fairly satisfactory for the lower classes, but upper classes suffer from an absence of trained teachers. Average enrolment was 3,632.

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82. Registration of Chinese vernacular schools is undertaken by the Protector of Chinese. None of these schools are maintained or supported by the Government. All but three of the schools were primary. In a few gardening and fretwork were taught. The monthly fees varied between 30 cents and $3.

Thirty-five new schools were registered during the year and 14 ceased to function. There are 245 such schools with 606 teachers and 14,423 pupils.

83. *Secondary Education.*—All English education is in effect secondary as the curriculum, though starting with primary classes, extends to the Cambridge School Certificate.

1,392 of the 1,954 boys in the Johore English schools were Malays selected by the Superintendent of Education at an interview, consideration being paid to age, school record and the teachers reports.

In the 1937 Cambridge Local Examinations 49 out of 76 School Certificate candidates passed and 108 out of 142 Junior candidates. Of the 157 passes, 85 were Malays and 72 of other races. The number of Passes in the last five years, have been 60, 88, 87, 102 and 157.

84. *Vocational Training in Johore Trade School.*—The Johore Trade School was opened in 1932 with the object of training Malay boys, who had completed their vernacular education, or had been found unsuitable for further English education, in Carpentry and Tailoring. The course lasts three years and the syllabus includes Basic English, the Elements of Book-keeping and Business Methods, Carpentry (Drawing and reading plans and the working out of simple quantities and costs; cabinet-making, including staining and polishing: joinery and carpentry: the use of wood-working machinery: and tailoring (elementary theory of cutting and machining all types of male apparel: making of mattresses, mosquito nets etc.).

Arrangements are being made to extend the scope by introducing four more trades—electrician, machine-shop, motor-repairing and brick-laying and plastering. The first three of these trades will be for Malay Boys from English schools who are unable to proceed to the secondary classes.

A carpentry text in Malay has been written and is given to the apprentices in the form of bound gestetnered sheets. A similar text in tailoring is in the process of completion.

By the end of 1938 sixty four students had completed the course—39 carpenters and 25 tailors and of these 50 have been known to obtain employment. The others have returned to their villages and are carrying on their trades in an incidental manner in conjunction with normal village activities. That is not a bad record, but it is doubtful if the tailors at any rate will really be able to compete with the Chinese guilds, unless the cooperative movement is introduced into the State—a question which is at present occupying the attention of the Johore Government.

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Apart from exercises the School has turned out an enormous quantity of articles ranging from household furniture up to yachts and motor boats. All such articles are of a high standard of manufacture and compare favourably with such articles turned out by commerical firms. A carved teak pulpit for a new Mosque in the State was made by the school and this has led to a request for two more, but unfortunately these orders had to be declined as there was too much work in hand. A hostel for 40 boys was built by the students themselves and extensions to accommodate the new trades will also be built by them. The tailoring section of the school has sewn thousands of uniforms for Government Departments and also hospital linen. The Johore Medical Department is now running its own tailoring section and this section is staffed by ex-trade school students.

The profit on work, after deducting cost of materials and overhead charges, was given to the apprentices, one quarter being paid in cash and three quarters put to their credit to provide capital for them when they leave the school. No fees were charged.

It is the policy of the Johore Government to concentrate on this Trade School, for the greatest good of the greatest number, and not to attempt to provide within the State higher Technical Education for the more brilliant students but to send them where it is available elsewhere.

Netmaking, basket-making or book-binding was taught in central classes. The usual handwork was taught in the English schools. All schools have flower gardens and some have vegetable gardens, inspected by officers of the Agricultural Department. The Standard of cleanliness of the schools and of their surroundings is high and in many cases provide an example to the neighbouring villagers, who take a great interest in the schools, especially the Sports.

85. At the end of the year there was nine Johore Students at the College of Medicine, Singapore and ten students at Raffles College, and two studying law at Cambridge. There were also Johore Students in training at the Technical School, Kuala Lumpur.

The annual contribution of $12,000 was paid to Raffles College, and the Superintendent of Education represented Johore on the College Council and attended all meetings.

86. *Games, Music, Art and Drama.*—Nearly all schools have recreation grounds. Football is everywhere popular. The standard reached in team games and physical drill remained very high. In the English Boys' schools football, cricket, hockey, badminton, volley-ball and in four schools tennis are played. They all held Athletic Sports for Inter-House Championship and competition was very keen. There is still a prejudice against games for Malay girls; though some badminton was played.

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Scouts.—The number of scouts rose from 948 in 1937 to 1,234, considerable progress being made especially in Malay schools. The enthusiasm of Mr Ince the District Commissioner was infectious.

Guides.—The Girl Guides Association is independent of the Education Department. It receives a Government grant. The guides and the Brownies are all school girls. The Association is doing excellent work and is much indebted to the kind interest shown by H. H. the Tunku Ampuan Besar of Pahang. The Johore Bahru guides were runners up for the Cavendish shield and the first Johore Bahru Brownie pack were runners up for the Cavendish Token. These trophies are competed for annually by girls from all over Malaya.

Singing was taught in all of the English schools.

Elementary art is taught in all schools.

All the English Schools had literary and debating societies, and two published magazines. The Camera Club at the English College Johore Bahru is flourishing and reaches a high standard.

87. In town schools all pupils were medically and ophthalmically examined. General health conditions were reported very satisfactory. Where there is a tuck shop, it is inspected by medical authorities, who give advice regarding cleanliness and cooking. All persons who cook or handle the food are examined to see that they are free from skin affections and non-typhoid carriers. Teachers in all schools are examined for signs of tuberculosis.

Dental treatment of Government schools was carried out and extended in the districts of Johore Bahru, Batu Pahat, Muar and Segamat. All boys and girls attending school dental clinics (there were 14,177 who did so) are taught to clean their teeth properly.

The usual clerical examinations were held during the year. There were evening classes for clerks, with instruction in typewriting.

A beginning was made during the year with the building of three Government English Schools for Girls. As in the whole of the S. S. and F. M. S. there are only two Government English Schools for Girls, it will be seen that this step on the part of Johore constitutes a notable advance. In the future it is likely that there will be a much larger percentage of English-speaking Malay women and girls in Johore than in any other State in the Peninsula.

A new English School for Boys was also put in hand during the year. This step also constitutes an advance in that the district this school will serve, that of Kluang, is predominantly a Chinese district with only one Malay boys' school within a radius of 10 miles.

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It was decided during the year to pay a grant in aid towards a private school, St. Andrew's, in Muar, which caters predominantly for non-Malays. The grant is being spent in raising the salaries of teachers and thus insuring a better-qualified staff.

XI.—COMMUNICATIONS AND TRANSPORT.

88. On the west coast Johore is served by Muar, Batu Pahat and several smaller ports,—Pontian, Benut and Senggarang. Local steamers from Singapore visit all the smaller ports but like the railway have suffered from the competition of road transport.

On the east coast the north-east monsoon has created bars that make the estuaries accessible only to small steamers and Mersing is the only port at which even these call, but the loading of Iron Ore brings ocean-going steamers to Endau which lie out some distance from the coast.

There are steamships running from Singapore to Pengerang, Tanjong Surat and Kota Tinggi on the Johore River and also to Sungai Papan. Motor-boats ply for hire on most of the navigable rivers.

89. The total number and tonnage of vessels entered and cleared at all the ports was as follows:—

	Entered		Cleared	
	Number	Tonnage	Number	Tonnage
Ocean-going Steamers -	79	595,860	79	595,860
Coasting ,, -	3,566	119,149	3,566	119,149
Sailing vessels -	10,226	249,380	9,754	236,453

These figures show an increase of 295,002 tons entered and 276,390 cleared as compared with 1937. The number of passengers arriving and departing from the ports in the State was 21,019 and 17,683 respectively against 24,350 and 19,565 in 1937. Of the ocean-going steamers, 50 were Japanese, 7 Chinese, 2 British, 2 Greek and 12 Norwegian. 57 of them called at Batu Pahat to load Iron Ore and Bauxite, and the remaining 22 called at Endau for Iron Ore.

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The total tonnage of the sea-borne trade for the last five years was—

Year	Ocean-going Vessels Tons	Sailing Vessels Tons	Coasting Steamers Tons	Total Tons
1934	263,459	234,219	121,792	619,470
1935	296,754	240,549	103,651	640,954
1936	277,700	249,307	103,547	630,554
1937	286,810	252,170	136,092	675,072
1938	595,860	236,453	119,149	951,462

90. The Johore State Railway is a corridor section of the main line that runs from Singapore to Bangkok. It was built at the expense of the Johore Government and runs from Johore Bahru in the south to Gemas in the north (120 miles 68 chains with 20 stations). It was leased to the Federated Malay States Government for 21 years from 1st January, 1912 to be run in conjunction with their railway system. The lease has since been extended for a further period of 21 years from 1st January, 1933. A causeway built in 1923 links Johore with the island of Singapore by rail and road.

91. Mails are conveyed by trains to stations and halts, also by motor cars and to places on the Johore River by steamship. Mails for the Colony and Federated Malay States are conveyed by railway, and mails for countries overseas are sent to Singapore or Kuala Lumpur, whence they may be despatched by steamship or air mail.

92. On the 31st December there were 26 post offices conducting all kind of postal and telegraph business, and 21 postal agencies affording a limited postal service as compared with 25 and 20 in 1937. Telegraph communication with all parts of the world is available through Singapore and Kuala Lumpur. Trunk telephone communication is available between all Johore exchanges and all exchanges throughout Malaya and between Johore and Netherlands Indies, Philiphine Islands and Siam through Kuala Lumpur.

93. Direct mails to India were started on the 1st January, and to Amoy, Canton and Swatow from the 1st February. Prior to 1938, all correspondence posted in Johore for overseas countries except Great Britain was forwarded for inclusion in the mails from Singapore, but the increased volume and the growing cost of forwarding such correspondence a decouvert to Singapore, made the establishment of direct mails for India and China desirable.

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94. *Savings Bank.*—The Post Office Savings Bank continued to grow in usefulness. The number of depositors in the Post Office Savings Bank at the end of the year was 9,165 as compared with 7,592 in 1937. The total amount standing the credit of depositors on the 31st December, inclusive of $22,348 in respect of interest earned in 1938 was $935,313 as compared with $745,669 in 1937. A new Savings Bank Enactment was brought into force on the 21st September. The new Enactment incorporates with certain variations the substance of the Model Ordinance prepared in 1935 by a Comittee appointed by the Secretary of State.

95. A comparison of postal business for the last three years is as follows:—

	1936	*1937*	*1938*
	$	$	$
Letters, papers and parcels handed	4,716,700	5,647,200	5,689,200
Value of Money Orders issued	1,420,093	2,036,156	2,257,331
Value of Money Orders Paid	310,093	305,636	381,548

XII.—PUBLIC WORKS.

96. The principal buildings completed and put in hand during the year were as follows:—

WORKS AND BUILDINGS COMPLETED.

Johore Bahru.

Residence for H. H. Tungku Mahkota; Extensions to General Hospital; New Customs Offices, Johore Causeway; Pineapple experimental station, Jalan Scudai; Permanent Mosque, Pontian Kechil; Dining Hall at Sultan Abu Bakar Mosque; New Malay School for 150 girls, Pontian Kechil; and One block of six Class VII and four blocks of semi-detached Class IX quarters.

Muar.

Hospital Ward for the J. M. F. Barracks; Pork Market at Tangkak; Balais for Penghulus at Serom, Pagoh, Gersek and Sungei Balang; Quarters for two Grade II Technical Assistants, Electrical Department; One Class "A", four Class "B" and eight Class "C" quarters and Four blocks of Semi-Detached Class VIII Quarters.

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Batu Pahat.

Double Storey Barracks for 24 men, Police Department; Permanent Crusher House and Loading Shed, New Crusher Plant, Minyak Beku; Extensions to Malay Schools at Sembrong, Rengit, Paseria and Sri Gading; Women and Children's Clinic; One 8 room Cooly Line with Kitchen, Lorry Shed and Overseer's Quarters at Sungei Simpang Kanan; and 7 Detention Sheds for the Veterinary Department.

Segamat.

New Market, Segamat; A second Class Ward, 26 beds; Police Station, Cha'ah; Five Cattle detention sheds; Five Class IX Quarters; and Quarters for Assistant Game Warden.

Kluang.

Police Station at Ayer Bemban; Post Office at Layang Layang; Slaughter House for goats and sheep; Malay School for 180 boys with Quarters for Head teacher and four masters; Two semi-detached Class "B" Quarters for English School masters; Headquarters for J. V. F.; P. W. D. Store, Lorry Shed, Workshop and Plant yard; and Two Class "B" single quarters and six Class "C" semi-detached quarters.

Johore East.

Two Class "D" and four Class "C" Quarters; One set of barracks for four married O. D. O's Padang Endau; Dispensaries with Class VI and Attendants' Quarters at Jemaluang and Endau; J. V. F. Headquarters, Kota Tinggi; and 26 Bed Isolation Ward, Kota Tinggi.

BUILDINGS UNDER CONSTRUCTION.

Johore Bahru.

English School for 100 Girls; New P. W. D. Workshops, Jalan Teh; and 18 blocks of Type "C" Quarters.

Muar.

Extensions to Government Offices; Residence for State Commissioners; English School for 100 Girls; Malay School for 120 Girls; Malay School for 180 Boys, Tangkak; Malay School for 180 Boys, Telok Rimba; One Class IV Quarters, Muar; and New Customs Wharf, Muar.

Batu Pahat.

12 blocks of semi-detached Class "C" Quarters; and New English School for 100 Girls.

Kluang.

New English School for 150 Boys and Wireless Station and Quarters.

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Johore East.

Malay School for 100 Girls, Mersing; Quarters for Superintendent of Customs, Mersing; and Cooly Lines, Overseer's Quarters etc. at Mile 80, Kota Tinggi-Mersing Road.

WATER SUPPLY.

97. Routine chemical and bacteriological examinations of samples from all waterworks were carried out on an average of once a month, the results indicating in all cases that the purification treatment was satisfactory.

Brief particulars of the principal construction works undertaken during the year are given below:—

Johore Bahru:—

About 15,000 lineal feet of new mains from 3″ to 8″ in diameter were laid to extend the existing reticulation to newly built up areas, and 116 new meters were installed.

Muar:—

The dam at Mt. Ophir and the new rapid gravity filtration plant were completed. An 80,000 gallon balancing tank was constructed at Pengkalan Bukit and 20,890 feet of mains, 6″ diameter were laid to connect Pengkalan Bukit to Panchor.

Batu Pahat:—

A 600,000 gallon reinforced concrete high level reservoir was completed on Bukit Batu. A million gallon service reservoir was under construction at Bukit Banang, while two of the existing service reservoirs in that locality were converted into sedimentation tanks. At the headworks on the Sungei Koris, a new pump house, sedimentation tank and quarters were constructed and the erection of six Bell Bros. pressure filters and the pumping machinery were nearly completed. An aggregate length of 17,500 lineal feet of concrete mains of 6″ and 12″ diameters was laid in the district.

Segamat:—

A new pumping station of 28,200 gallons per hour capacity was erected at Segamat for the town water supply and some 10,300 lineal feet of 7″ and 4″ diameter mains were laid to extend the reticulation.

Kluang:—

The new rapid gravity filtration plant of 25,000 gallons per hour capacity was completed, together with the sedimentation tank and auxiliary apparatus for supplying water to Kluang town. Some 2,200 lineal feet of 8″, 6″ and 4″ diameter mains were laid.

At Rengam a new pump house was constructed and a 10 H. P. engine and pump were installed.

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Johore East:—

A 200,000 gallon reservoir was constructed in Mersing and tenders were invited for the 9 mile pipe line from the intake site to this reservoir.

In Kota Tinggi, a new filter house and four pressure filters complete with automatic dosing equipment were erected, thus completing the new gravity water supply scheme for Kota Tinggi town.

Investigation for a water supply for the village of Padang Endau were also proceeded with and a scheme and estimate were prepared during the year.

ANTI-MALARIA WORKS.

The total area of ravines and swamps drained by subsoil pipes and open concrete channels was 2,270 acres at the end of the year. More than nine miles of subsoil pipes and nearly three miles of open concrete drains were laid during the year in Johore Bahru district, while in Batu Pahat 46 acres of low lying land behind the ice factory on the outskirts of the town were drained and 3½ miles of subsoil pipes and 4,100 feet of open concrete channels were laid.

ROADS.

98. Details of the mileages of all classes of roads at the close of the year are given below:—

	Miles.	Chains.
(*a*) Granite metalled and Asphalt surfaces	581	40
(*b*) Granite metalled and water bound surfaces	234	70
(*c*) Laterite surface	65	22
(*d*) Concrete	16	16
Total length of metalled, gravelled and concrete roads ..	897	68
(*e*) Earth Roads	17	68
Total mileage of roads ..	915	56
(*f*) Approach roads and back lanes	72	29
Grand Total ..	988	05

54 miles 46 chains of roads were re-metalled and asphalted at an average cost of $6,515 per mile, while 42 miles 74 chains were re-metalled only at a cost of $1,127 per mile, and asphalting was carried out on a length of 15 miles 10 chains of roads at a cost of $2,367 per mile.

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The average cost of general maintenance per mile of road was $471, while the all-in cost of maintaining the road system was $952 per mile, including the cost of the major re-metalling and asphalting programmes carried out during the year.

A large portion of the Road Improvements Votes was spent in pursuance of the policy of widening main roads to a minimum metalled width of twenty feet and increasing the width of road formations to fifty feet, thus providing a central carriageway 20′ wide for motor vehicles and permitting the later addition to two cycle tracks 6′ 0″ wide separated from the carriageway by grass strips.

Work on the construction of the new byepass road linking the Causeway with the main North Road at a point 4 miles outside Johore Bahru was continued during the year and the entire road has now been metalled with the exception of a few chains at each end which have been left incomplete as the road cannot be opened to traffic for the present until the rifle range located nearby is abandoned.

Improvements were also carried out on other portions of the main North Road and an aggregate length of 3 miles 70 chains was widened to a metalled width of 20 feet. On the West Coast Road, an additional 2 miles 20 chains of concrete road slab 20 feet wide was constructed during the year, and on the Muar-Segamat Road 5 miles 50 chains of road were widened to a carriageway width of 20 feet.

The largest bridge under construction at the end of the year was the Mersing River Bridge. The structure is 320 feet long and provides a centre carriageway 20 feet wide with cycle tracks and footpaths on either side. Construction work was also in hand on bridges to span the Sungei Mupor and the Sungei Sarang Buaya.

MISCELLANEOUS.

99. Maintenance and general repairs were carried out at the P. W. D. Workshops on lorries, road rollers, stone crushes, locomotives and other mechanical plant. 719 repair jobs were executed by the staff.

100. The total horse power of plant installed and registered under the Machinery Enactment amounted to 24,532 H. P., as compared with a corresponding figure of 22,614 H. P. for the previous year. The administration of the Machinery Enactment proceeded smoothly. Mechanical plant used in connection with industrial undertakings continues to increase, and a pleasing feature is the tendency on the part of the owners to instal modern diesel engines. Two accidents were reported during the year, one proving fatal.

101. The total output of quarries during 1938 amounted to 190,220 cubic yards of granite or other igneous or metamorphic stone, and 8,600 cubic yards of laterite.

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102. The Batu Pahat aerodrome and the emergency landing ground five miles from Johore Bahru were maintained in good condition throughout the year and 144 landings were made in the former. The installation of flying boat moorings for the emergency seaplane base in the Muar River was completed.

FINANCIAL.

103. The total expenditure of the Department during 1938 amounted to $6,827,640. This expenditure may be sub-divided under the following headings:—

		$
Special Services	..	4,355,359
Annually Recurrent	..	1,649,360
Other Charges	..	170,796
Personal Emoluments	..	652,125

The Annually Recurrent expenditure on Works and Buildings was $313,663; on Roads, Streets and Bridges $959,925; and on Miscellaneous Services $375,772.

Of the total expenditure on Special Services, the sum of $2,601,759 was spent on Works and Buildings; $853,122 on Roads, Streets and Bridges; $156,530 on Drainage and Irrigation Works; $69,474 on Anti-Malaria Works; $554,229 on Waterworks and $120,245 on Miscellaneous works.

ELECTRICAL DEPARTMENT.

104. The total installed capacity of the six electric generating stations controlled by Government remained unaltered *i.e.* 3,456 K. W. The consumption of electricity, however, showed an increase of 26.3% to a total of 4,750,615 units sold.

105. Corresponding with the increased output the working cost of maintaining and operating was $340,710, as compared with $299,209 in 1937.

106. Revenue for 1938 was $604,195, an increase of $41,873. This is largely due to the rise of 346 in the number of consumers, which by the end of the year totalled 4,774.

107. Revised tariffs, granting a substantial reduction in charges for elctrical energy consumed by the public, came into force on the 1st July.

108. From the same date a 24 hour supply, instead of 12, was introduced at Kota Tinggi.

DRAINAGE AND IRRIGATION.

109. The outstanding events under this head were the decision to separate this Department from the Public Works Department and the visit of Mr A. G. Robinson, Adviser, Drainage and Irrigation, Malay States. Reference to the latter is made in the Agricultural section of this report under the heading *Padi.*

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XIII.—JUSTICE AND POLICE.

CRIMES.

110. The total number of offences reported to the Police during the year numbered 30,849; the figures were 29,970 in 1937, 30,823 in 1936, 27,019 in 1935 and 23,019 in 1934. They comprised 2,399 seizable offences and 22,944 non-seizable offences. The remaining 5,506 were cases, which upon enquiry, disclosed no offence or were found either to relate to a civil affair or in a number of instances to false information. Of the seizable offences arrests were made in 1,228 cases and convictions obtained in 859 cases.

The following table shows the main headings of serious crime for the past five years:—

	1934	1935	1936	1937	1938
Murder and Homicide -	18	11	17	19	20
Rape -	5	4	4	10	—
Gang-robbery -	1	2	2	—	2
Robbery -	7	14	19	5	18
House-breaking -	201	293	301	232	337
Thefts (over $100) -	31	48	34	42	55
Thefts (under $100) -	840	998	1,051	950	1,152
Counterfeit Coin & Counterfeit Notes -	3	1	—	3	—
Mischief by Fire -	11	22	24	5	5
Unlawful Societies -	4	1	—	—	—
Communism and Sedition -	15	11	8	3	—

111. 77 persons were banished from the State as against 78 in 1937.

112. Admissions to the two State prisons totalled 4,798 against 4,503 in 1936 and 2,997 in 1937. Of these 81.75 per cent were Chinese, 8.08 Indians, 7.70 Malays and 2.47 other nationalities. 379 had previous convictions.

At the end of the year 395 prisoners remained.

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There were 4 deaths in the prison hospitals as against 10 in 1937.

There were 3 executions.

23 floggings were inflicted, 9 of them by order of the Court.

113. Total number of Aliens registered at the end of the year was 1,654 compared with 1,247 in 1937 and 1,022 in 1936. Of the remaining 1,040 persons at the end of the year, 937 were Japanese, 52 Formosans and 49 other nationalities.

POLICE.

114. The strength of the Police Force at the end of the year was 1,362, all ranks, against an approved establishment of 1,379.

115. As in the past, only Johore born Malays were recruited. 83 out of a total of 527 applicants were accepted. No other nationalities were enlisted during the year.

Discipline was again very satisfactory and it is gratifying to record a considerable reduction in the total of offences for absence from duty and leave breaking.

116. The approved establishment of the Police Force consists of:—

(*a*) a British Commissioner and 6 British Assistant Commissioners—one in charge of each of the five police circles and the sixth, Officer-in-charge of the Depot and Adjutant to the Commissioner;

(*b*) a Malay Deputy Commissioner (in charge of the detective personnel and criminal record office) and six Malay Assistant Commissioners;

(*c*) 37 Malay Inspectors and Sub-Inspectors, the former appointed as Cadets, the latter ordinarily recruited from the ranks;

(*d*) 1,047 Malay N.C.Os. and men;

(*e*) 204 Sikh N.C.Os. and men stationed at Johore Bahru, for guard and emergency duty;

(*f*) 1 Detective Inspector, 18 Detective Sub-Inspectors and 58 detectives; and

(*g*) armourers and clerical staff.

117. There is a Depot which is responsible for the recruitment and training of all recruits and the instruction of trained men at 'refresher' classes; a Headquarters Store and Armoury, a Pay Office and a Record Office, all at Johore Bahru.

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118. The total cost of the Force (excluding of cost of new buildings) was $991,571 Revenue collected amounted to $636,226, an increase of $91,743 over the 1937 revenue. This is accounted for by increased registration fees and import duties on motor vehicles.

COURTS.

119. The *Courts Enactment*, 1920, provides for the following courts for the administration of civil and criminal law:—

(*a*) The Supreme Court, comprising the Court of Appeal and the Court of a Judge;

(*b*) Courts of Magistrates of the First Class;

(*c*) Courts of Magistrates of the Second Class;

(*d*) Courts of (Muslim) Kathis and Courts of Naib Kathis;

(*e*) Courts of Malay Headmen (Penghulus).

The Court of Appeal and the Courts of a Judge are courts of record, and possess the same power and authority to punish for contempt of court as are possessed by the Court of Appeal, and the High Court of Justice in England.

120. There were one (British) Judge, first and second class Magistrates. Magistrates are both British and Malay.

121. In the Court of the Judge 69 Criminal Cases and 22 Criminal Appeals were registered. 68 civil suits, 9 civil appeals from Magistrates' Courts, 162 probate and administration petitions, 276 applications by way of originating summons, motion or petition and 82 bankruptcy petitions were registered. There were also 4 Land Acquisition References to Court.

122. The Court of Appeal sat on five occasions. There were 5 Criminal Appeals from Assizes and 3 Civil Appeals from the Court of the Judge.

123. Criminal proceedings in Committal Cases have been conducted with satisfactory expedition.

The average figures for the last 3 years are as follows:—

	Period before committal days	*Period before trial days*	*Total days*
	—	—	—
1936	41	39	80
1937	28	26	54
1938	31	22	53

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Convicted persons had, however, to await for an average period of 52 days, compared with 46 days in 1937, before their appeals were heard by the Court of Appeal. But it is hoped that in future it will be found possible to hold Courts of Appeal more frequently.

124. The following is a return of cases and suits heard by Magistrates:—

	1937		*1938*	
	Criminal	*Civil*	*Criminal*	*Civil*
Johore Bahru ..	4,650	693	4,848	523
Kota Tinggi ..	757	50	1,099	81
Pontian ..	1,182	43	1,057	71
Muar ..	4,529	423	3,114	315
Batu Pahat ..	4,119	250	5,144	201
Endau ..	414	81	430	80
Segamat ..	2,650	296	2,932	189
Kluang ..	2,019	175	2,053	270

PRISONS.

125. There are two State Prisons, one at Johore Bahru and the other at Bandar Maharani. The European Inspector of Prisons is stationed at Johore Bahru and there is a European District Superintendent stationed at Bandar Maharani. There are ten seconded European Warders.

126. The Prison buildings at Johore Bahru consist of two large halls, one comprising 80 single cells and the other 36 association cells. There are 10 single punishment cells and the buildings include remand ward, female ward, sick ward, kitchens and washhouses.

127. The Muar Prison buildings consist of 2 main halls (48 cells each), one association ward (15 prisoners), 1 remand ward, 1 hospital ward and 1 female ward (4 prisoners) together with kitchens and washhouses. There are extramural quarters for European and Asiatic staff at both prisons.

128. The Johore Bahru prison was used for the custody of prisoners undergoing sentences for criminal offences, of persons committed for trial or remanded for further examination and of persons confined on civil process.

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129. The Bandar Maharani gaol was used for the custody of prisoners undergoing sentences of law not exceeding two years for criminal offences, of persons committed for trial or remanded for further examination and of persons confined on civil process.

130. At Johore Bahru an average of 46.92 prisoners were daily engaged by the Public Works Department on extramural labour: earth work, drainage, tree-felling, the preparation of building sites and reclamation of land. Prisoners were employed inside the prison on baking, carpentry, chick-making, tailoring, husk-beating, basket-working, rattan and wood furniture-making, coir-matting, printing, motor-repairing, laundry work and cooking. The Laundry, Bakery and Workshops produce a revenue which showed an increase on the previous year. Small scavenging parties daily attend the Military and Police Barracks.

At Muar the average daily number of prisoners engaged on extramural work was 21.80.

131. Juvenile offenders are segregated separately in both prisons and are engaged on separate prison labour apart from adult prisoners.

132. There is no time limit for fines and payment at any time before the completion of the sentence imposed as an alternative secures a prisoner's release. The amount of a fine is reduced in proportion to the period of imprisonment served.

133. Apart from the Police system of probation there is no system of probation in the State Prisons.

134. The prisons have Vagrant Wards. The daily average number of vagrants at Johore Bahru was 16.52 and at Muar .42. At Johore Bahru 81 per cent of the vagrants was Chinese and in Muar 62 per cent.

135. The prisons were visited regularly by Visiting Justices throughout the year. No serious complaints were recorded. The general health of the prisoners was good.

136. The two prisons cost $150,477 to maintain.

XIV.—LEGISLATION.

137. Twenty nine Enactments were passed during 1938, of which twenty were Enactments amending existing laws. Of the remainder, two affected existing Enactments and two repealed existing Enactments and replaced them with fresh ones. Of the latter two one Enactment has not yet been brought into force. There were five new Enactments dealing with subjects hitherto not regulated by law.

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They were as follows:—

1. The Petroleum (Amendment) Enactment, 1938, providing that fees payable under the Principal Enactment be prescribed by rules and not in the Enactment itself.

2. The Registration of Births and Deaths Enactment, 1938. This Enactment repeals Enactment No. 8 as from the date of its coming into force, but it has not yet been brought into force. Its main new features are registration of still births, withdrawal of registers from the public and registration of surnames and illegitimate children. The Enactment is based on the Colony law.

3. The Women and Girls Protection (Amendment) Enactment, 1938, which follows amendments in the Colony and Federated Malay States law.

4. The Deleterious Drugs (Amendment) Enactment, 1938. This also follows the changes in the Colony law on the subject.

5. The Extradition (Amendment) Enactment, 1938, which corrects a printer's error in the Principal Enactment.

6. The Trade and Customs (Amendment) Enactment, 1938, provided for licensing private warehouses and for charging fees for licences under the Enactment.

7. The Sultan's Marriage (Dissolution) Enactment, 1938, declared dissolved the marriage between His Highness the Sultan of Johore and Her Highness the Sultanah Helen of Johore and abolished her right to the style and title of Her Highness the Sultanah of Johore.

8. The Douglas Campbell Memorial Scholarship Fund (Amendment) Enactment, 1938, extends the possible term of the scholarship to seven years.

9. The Road Traffic (Third-Party Insurance) Enactment, 1938, introduces compulsory third party insurance into the State of Johore in regard to motor cars.

10. The Small Offences (Amendment) Enactment, 1938, punishes owners of animals trespassing on private property and provides compensation for injured parties and secondly punishes unnecessary noise making in or near a public street.

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11. The Childrens (Amendment) Enactment, 1938, keeps the Principal Enactment in line with the new amendments to the Federated Malay States and Colony law on the same subject.

12. The Telegraphs (Amendment) Enactment, 1938, gives the State Secretary power to intercept telegrams for the public good.

13. The Excise (Amendment) Enactment, 1938, amends the penalties which the Court has power to inflict for breaches of the Enactment.

14. The Port and Shipping (Amendment) Enactment 1938, empowers Customs authorities to arrest offenders against the provisions of the Enactment.

15. The Land (Temporary Provisions) Enactment, 1938, allows of the payment of land application fees by instalments and the issue of extracts from the mukim register before full payment. It is a temporary provision to meet conditions arising in Johore and the Enactment can be cancelled by notification in the *Gazette* when it has served its purpose.

16. The Petition-writers Enactment, 1938, seeks to control the writers of petitions by fixing their responsibilities and fees.

17. The Solicitors' Clerks Enactment, 1938, regulates the activities of solicitors' clerks and provides for debarring them from such employment in cases of misconduct.

18. The Rubber Regulation (Amendment) Enactment, 1938, brings the local law into line with that of the Federated Malay States and Colony and allows for new planting under the International Agreement.

19. The Quarantine and Prevention of Disease (Amendment) Enactment, 1938, vests certain powers under the Enactment in the State Secretary which were formerly exercised by His Highness the Sultan in Council.

20. The Registration of Aliens (Amendment) Enactment, 1938, exempts persons of over 15 years of age from the provisions of the Enactment and puts an obligation on the employee of a wandering alien to notify the police of such employment.

21. The Post Office Savings Bank Enactment, 1938, repeals Enactment No. 127 and replaces it. It is based with certain exceptions on the Federated Malay States Enactment of the same name.

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22. The Lighting Control Enactment, 1938, enables His Highness the Sultan in Council in a state of emergency to control the use of all lighting.

23. The Town Boards (Amendment) Enactment, 1938, corrects a verbal error in section 59 of the Principal Enactment.

24. The Departmental Titles (Alteration) Enactment, 1938, supplies an easy method of changing official titles with reference to written laws.

25. The Banishment (Amendment) Enactment, 1938, gives a Court discretion as to the amount of imprisonment it can inflict on a returned banishee.

26. The Pensions (Amendment) Enactment, 1938, makes necessary alterations and additions in the Principal Enactment to bring it as far as possible into conformity with the Federated Malay States law on the subject.

27. The Air Navigation (Amendment) Enactment, 1938, adopts for use in Johore the Colonial Air Navigation (Application of Acts) Order, 1937, the Air Navigation (Colonies Protectorates and Mandated Territories) Amendment Order, 1937, and a similar amendment No. 2 Order, 1937.

28. The Rubber Regulation (Amendment No. 2) Enactment, 1938, makes effection in Johore the terms of the International Rubber Agreement, 1938, as to replanting and new planting.

29. The Pineapple Industry (Amendment) Enactment, 1938, implements a scheme for central marketing and canning of pineapples drawn up by the industry.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

138. The Currency and Weights and Measures, as in all Malay States, are those of the Colony of the Straits Settlements. The dollar is fixed at 2s. 4d. The principal local measures are:—

1 chupak = 1 quart, *1 gantang* = *1* gallon, *1 tahil* = 1⅓ ozs.
1 kati (16 *tahils*) = 1⅓ lbs., *1 pikul* (100 *katis*) = 133⅓ lbs.
1 koyan (40 *pikuls*) = 533⅓ lbs., *1 bahara* = 400 lbs.
1 hoon = .0133 ozs.

There are no Agricultural or Co-operative Banks at present.

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XVI.—PUBLIC FINANCE AND TAXATION.

139. **Revenue.**—The total revenue of the State in 1938 amounted to $17,922,090 compared with the estimate of $19,500,000 and actual revenue of 1937 amounting to $20,196,688. Appendix A shows the revenue under the main heads for the years 1936, 1937 and 1938.

Interest on the investments in the Opium Revenue Replacement Fund continued to be credited to the general revenue of the State.

As the Federated Malay States Railways earned a profit in 1937 the State received a payment of $298,167 under the Railway lease in 1938.

140. **Expenditure.**—The total expenditure of the State amounted to $18,853,093 compared with an estimate of $22,107,505 and actual expenditure in 1937 of $18,397,752.

There was thus a deficit on the year's working in 1938 of $931,003. Appendix B shows the expenditure under the main heads for the years 1936, 1937 and 1938. It is to be noted that the export duty on rubber in 1938 brought in nearly $1,800,000 less than had been estimated.

141. **Debt.**—There is no Public Debt.

142. **Assets.**—Appendix C shows the State balance sheet at 31st December, 1938. The Surplus of assets over liabilities amounted to $41,627,872 including the Opium Revenue Replacement Fund of $15,432,120. Investments amounted to $39,246,155 (including the $15,432,120 forming the Opium Revenue Replacement Fund). These figures represent the cost price of investments in securities. The market value of the investments on 31st December, 1938 exceeded the cost price in the case of ordinary investments by $291,199 and in the case of the Opium Revenue Replacement Fund investments by $546,043.

143. The figures of Revenue and Expenditure for the last four years are as follows:—

	Revenue	Expenditure
	$	$
1935 ..	17,162,127	18,429,798 *
1936 ..	17,388,691	17,911,794
1937 ..	20,196,688	18,397,752
1938 ..	17,922,090	18,853,093
Total ..	72,669,596	73,592,437

* Including a gift of $4,285,710 to the British Government.

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Thus the Annual Expenditure for that period has exceeded the Annual Revenue by $922,841, roughly the deficit on the 1938 working, which was due to a considerable shortage in the revenue from Rubber exports as compared with the estimates.

The State has large reserves and it will probably in the future be necessary to draw upon them to a greater extent than formerly to meet urgent requirements which cannot be financed out of annual income, such as drainage and irrigation, electrical supplies, and the improvement of Johore Bahru Town including water borne sewage.

TAXATION.

144. **Land.**—The chief charges are a premium on alienation of land varying from $1 to $100 an acre for agricultural or mining purposes, and from 10 cents to 50 cents a square foot for residential or commercial purposes, (unless the land is auctioned) and an annual quit-rent varying from 60 cents to $4 an acre on all land except in the case of a very few rent free titles. There was, however, a waiver of part rent on the majority of lands planted with coconuts and arecanuts, the general effect of which was to reduce the rents from $3 to $2 per acre.

145. **Customs.**—Import duties are imposed at the following rates:—

Intoxicating Liquors	..	From $1.20 to $14 a proof gallon.
Tobacco	..	From 70 cents to $1.60 a lb.
Matches	..	$1 per 10,000 matches in boxes of 80.
Kerosene	..	5 cents a gallon.
Petrol	..	35 cents a gallon.

There are also import duties on cotton piece goods, motor tyres and several miscellaneous articles, but articles of these classes are admitted free when of British Empire origin.

The position as regards export duties is as follows:—

Rubber—An *ad valorem* export duty on rubber was re-imposed from the 1st October, 1936. It is on a sliding scale rising from a minimum of 1% *ad valorem* when the local price is under 20 cents a pound to 3¼% when it is over 35 cents. Previously (from the 31st May, 1934) there was no actual export duty but a cess was collected from which the equivalent of a 2½% *ad valorem* export duty was allocated to revenue, the remainder being credited to a Fund to meet the cost of Rubber Regulation and other measures for the particular benefit of the industry.

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Oil palm products ..	Free.
Other agricultural produce ..	Chiefly at 5% *ad valorem* with exceptions at fixed rates. An export duty on copra was re-imposed from June, 1936 in the form of a flat rate duty of 15 cents a pikul whenever the local price is over $5 a pikul.
Tin ..	$10 a bahara when the market price of tin does not exceed $41 a pikul and an additional 50 cents for every $1 increase in the price of tin; tin being calculated at 72% of the ore.
Other metals (of which iron is the principal) ..	10% *ad valorem*.

The following table shows the main items of customs revenue:—

	1936	1937	1938
	$	$	$
Arecanuts -	78,913	109,400	114,768
Pineapples -	103,221	107,830	114,367
Rubber -	1,230,517	2,396,186	801,322
Tin Ore -	158,831	219,339	157,826
Iron Ore -	295,960	278,023	261,585
Tobacco -	1,474,003	1,847,336	1,669,602
Spirits -	451,401	704,401	545,965
Petroleum -	1,234,359	1,517,661	1,472,513
Matches -	35,007	66,293	95,995

146. **Chandu:** or specially prepared opium, is bought from the Government of the Straits Settlements and is retailed at the rate of 26 cents a tube of 2 hoon.

197,367 tahils were sold in 1938, as against 225,211 in 1937. The decrease in consumption was due not only to economic causes, but also to a reduction in the number of smokers admitted to the Register on medical certificates. Revenue brought in $2,146,329, as compared with $2,380,789 in 1937. The total quantity of Dross recovered was 1,126 tahils as compared with 1,078 tahils in 1937. 135 tahils of illicit chandu and 64 tahils of chandu dross were seized. 447 convictions under the Opium and Chandu Enactment were obtained.

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147. **Excise: duties are collected on the manufacture of intoxicating liquors at 70% of the import duty on imported liquors of similar strength, and on the manufacture of matches at 20 to 50 cents a standard gross of 10,000 matches according to the origin of the timber.**

The following table shows the Excise Revenue for the last three years.

	1936	1937	1938
	$	$	$
Excise Duty -	92,179	142,657	96,445
Sales of Toddy -	132,625	162,292	197,863
Licences -	23,591	23,576	30,862
Miscellaneous -	410	404	586
	248,805	328,929	325,756

Toddy was supplied to 52 Estates and sold to the public, from Government Shops. The Excise duty under Liquor amounted to $66,115 as against $103,429 in 1937. Excise duty on matches locally manufactured amounted to $30,329 as compared with $39,228 in 1937. The expenditure for maintaining Toddy Shops amounted to $98,954. 934 convictions under the Excise Enactment were obtained. 285 stills were seized as compared with 698 in 1937.

148. **Forests: royalty is collected on timber of all classes varying from $1 to $10 a ton on converted timber, and from 50 cents to $5 a ton on unconverted timber.**

Duty is collected at various rates on firewood, charcoal, rattans, damar, wild rubber and miscellaneous forest produce.

149. **Posts and Telegraphs:** Revenue is derived from sale of stamps, telegrams, telephone, wireless, commission on money orders and British Postal Orders, bearing letters, and C. O. D. parcels.

150. **Municipal Revenue** consists mainly of the following items:—

House Assessment	6% to 12% on annual valuation based on rental.
Water Rate ..	Metered supplies from 30 cents to $1 per 1,000 gallons, to private houses; 50 cents per 1,000 gallons for trade purposes.
Electricity ..	20 cents a unit, or 4 cents a unit plus flat rate.

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The following table gives the main heads of municipal revenue in 1936, 1937 and 1938:—

	1936	*1937*	*1938*
	$	$	$
Electric Lighting ..	443,739	541,759	586,520
General Assessment ..	212,640	212,801	227,001
Market Fees ..	86,167	87,206	91,765
Water Supply ..	154,888	183,803	201,770
Conservancy ..	124,799	131,331	137,856

151. **Stamp Duties.** Of numerous stamp duties the following are the more important:—

Death Duties: Graduated rates from 1% to 20% according to the values of the estate, with total exemption for estates not exceeding $1,000.

Bills of exchange payable on demand or at sight, cheques and receipts for sums exceeding $20, 4 cents.

Promissory Notes, 10 cents for every $100 or part thereof;

Contracts, 25 cents.

Conveyances or Transfers of property, $1.50 for every $250 or part thereof; of shares, 30 cents for every $100 or part thereof in the case of blank transfers; otherwise 10 cents.

Mortgages (charges), $1 for every $500 or part thereof.

Powers or Letters of Attorney, $3.

Copies or duplicates of original documents, 50 cents.

152. There is no Hut Tax, Poll Tax or Income Tax.

XVII.—MISCELLANEOUS.

LAND AND SURVEYS.

153. Registration work in the office of the Commissioner of Lands and Mines is shown, in comparison with the years 1936 and 1937 in the following table:—

	1936	*1937*	*1938*
	—	—	—
Number of Grants registered ..	440	443	347
Number of Transfers registered ..	1,520	1,583	1,174
Number of Charges registered ..	697	711	853
Other transactions ..	1,649	1,858	1,548

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	1936	1937	1938
Mining Leases issued ..	15	18	21
Mining Certificates issued ..	5	11	5
Prospecting Licences issued ..	1	1	—
Prospecting Permits issued ..	27	17	20
Other transactions ..	38	37	25

Value of stamps affixed to instruments

1936	1937	1938
$61,673	$129,261	$37,725

154. In connection with the Mukim Registers and Surat Sementara (a temporary document issued as evidence of alienation of land pending the issue of a title) the following are the transactions registered in the last three years:—

	1936	1937	1938
Mukim Registers ..	9,122	10,950	10,348
Surat Sementara ..	5,128	4,152	3,362
Miscellaneous ..	1,318	1,892	2,086

Value of stamps affixed to instruments

1936	1937	1938
$43,737	$66,007	$38,856

155. The total area under the Malay Reservation Enactment was estimated at 30,125 acres mostly in the Northern Districts of the State. Proposals for other Malay Reservations were under consideration at the end of the year.

156. The area of alienated land stood at 1,334,038 acres compared with 1,305,371 acres in 1937. The application books for agricultural land were re-opened during the last three months of the year for the alienation of State Land for the cultivation of rubber under the provisions of the International Rubber Regulation Agreement, and some part of the increase of 28,667 acres in the total alienated area may be attributed to these applications. The greater part, however, is due to the regularisation of unlawful occupants.

157. Land Revenue not including premia on alienation of land decreased from $3,786,691 to $3,650,693. Land Rents recurrent brought in $3,403,762—$116,299 less than in 1937. The collections in all Districts were very satisfactory, Batu Pahat again heading the list with $822,671.

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158. **Survey and Settlement.**—Further progress was recorded during the year in reducing arrears, the number of lots waiting survey, subsequent action in office and settlement having fallen from 30,133 to 20,065. The number of lots in respect of which final survey and settlement has been completed during each year being as follows:—

1936	17,036 lots
1937	18,257 lots
1938	12,543 lots.

159. The Survey Staff numbered 112 against 119 in 1937. The expenditure of the Department was $324,551 as compared with $332,331 in 1937 and revenue $91,456 as against $109,780.

Trespass and unauthorised occupation of State Land appear to be on the decrease.

A further experiment in aerial reconnaissance was carried out in February, when an air liner of Messrs Wearne's Air Services Ltd. carried a number of Malay Settlement Officers over selected areas in two flights. No large scale trespass was discovered, but a few new clearings were noted for inspection. The flights proved very instructive, most of the Settlement Officers being able readily to identify ground features on the map, so long as flying conditions were favourable.

FOREIGN COMPANIES.

160. 213 Foreign Companies remained on the register at the end of the year.

MILITARY.

Johore Military Forces.

161. The actual strength of the Johore Military Forces at the end of the year was 950 against an authorised strength of 971.

Health and discipline were good.

The Forces took part in the Manoeuvres held in Singapore, as well as in the Parade on the King's Birthday. The Band maintained its high standard.

Johore Volunteer Forces.

162. The strength of the Johore Volunteer Forces on 31st December was 36 Officers and 745 other ranks, compared with 32 and 719 in 1937. The increase was due to the formation of an additional unit at Pontian. Members attended drills once a week. Some of them were trained to use Lewis and Vicker guns. Discipline and attendance were satisfactory.

Johore Volunteer Engineers.

163. The total strength including auxiliaries rose from 220 to 234. Camps were held at Changi and Malacca.

The Camp programmes included in addition to Engineering tasks, Gas drill, wiring drill, revolver tests and lectures.

The percentage of efficiency was 99.2% and the keenness of all ranks was well maintained.

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TOWN BOARDS.

164. The revenue from Town Board was:—

	Johore Bahru	Kota Tinggi	Segamat	Mersing	Muar	Batu Pahat	Kluang	Pontian
	$	$	$	$	$	$	$	$
1932	407,560	21,670	104,311	16,987	290,346	161,969	41,717	—
1933	410,833	19,782	108,824	19,570	280,357	154,972	43,462	—
1934	444,235	20,432	131,243	22,619	292,842	159,996	46,365	—
1935	486,849	22,455	152,641	26,616	334,988	222,704	44,470	—
1936	539,027	22,703	158,831	29,048	284,978	285,114	54,770	—
1937	633,106	30,720	145,969	32,514	327,356	271,842	95,403	21,404
1938	689,023	45,594	144,201	41,760	320,364	389,141	100,880	23,339

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NOXIOUS ANIMALS.

165. 38 tigers, 16 leopards and panthers and 5 Crocodiles were destroyed during the year. One person was killed by tiger and 3 by crocodiles. $1,520 were paid in rewards for the destruction of tigers. 3 persons were killed by tigers in 1937, 6 in 1935, 9 in 1934, and 10 in 1933.

GENERAL.

His Highness the Sultan sailed for Ceylon in April for a short holiday and returned to Johore in May. Unfortunately, the state of His Highness' health was not good, and on medical advice he left again for treatment in Europe on 1st September. Reports from Switzerland at the end of the year showed that His Highness had improved considerably in health. When His Highness was absent, H. H. Tungku Mahkota, Sir Ismail, D.K., K.B.E., C.M.G. acted as Regent; Lt.-Colonel Dato Yahya acted as Commandant Johore Military and Volunteer Forces.

His Highness the Sultan, H. H. Tunku Mahkota Sir Ismail, H. H. Tungku Aris Bendahara and Yang Mulia Ungku Azis, Mentri Besar, Johore, were the recipients of Italian Orders conferred on them by H. M. the King of Italy.

On the occasion of His Majesty the King's Birthday, Mr W. E. Pepys, M.C.S., General Adviser, was made a Companion of the Most Distinguished Order of Saint Michael and Saint George.

On the occasion of His Highness the Sultan's Birthday, Dr G. H. Garlick and Mr A. L. Birch were decorated with the Second Class Orders of Dato Paduka Mahkota Johore (The Most Honourable Order of the Crown of Johore "D.P.M.J.").

The State sustained a loss by the death of Yang Mulia Ungku Mohamed bin Mohamed Khalid, Deputy Mentri Besar, which occurred on 27th January, at Mecca.

The (65th) birthday of His Highness the Sultan on 17th September was celebrated as usual but not on a large scale owing to His Highness' absence from the State.

The following were elected members of the Executive Council during the year:—

Mr C. H. F. Pierrepont (10th April)
Mr G. A. de C. de Moubray (6th July)
Mr L. V. J. Laville (5th December)

The following were elected Members of the Council of State:—

Mr Cheok Huan Cheong (1st January)
Mr C. T. Hinde (19th June)
Dato A. L. Birch (3rd December)

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The following had their terms of offices prolonged for two years:—

Dr G. H. Garlick (1st January)
Inche Onn bin Jaafar (13th January)
Dato Roland St. John Braddell (1st August)
Mr D. G. A. Fraser (1st August)

Three more Studentships were granted under the Sultan Ibrahim Studentship Fund during the year under review.

Two young Malay Officers, Ja'afar bin Mohamed Taha and Ahmad bin Perang, left for England on the 10th March, the former to study Law at the Middle Temple and the latter to do a course of Accountancy at Plymouth, which will also be the occupation of Charles Jerome Lowe who left on the same ship.

The Board has been fortunate in finding Mr A. G. Morkill, late of the M.C.S., willing to undertake the guardianship of Johore Students while they are in England and is indebted to him for the pains he takes for the welfare of each student.

Mr L. A. Allen, M.C.S., O.B.E., acted as General Adviser until 26th March.

Valuable work has been done, both within and without the State, on Boards and Committees by Members of the Unofficial community, and this opportunity is gladly taken of thanking those gentlemen for their services, which they give so readily at the cost of their own leisure and convenience.

The tension in international affairs, not without its effects on Johore, had at least one good result—the recognition of the importance of rendering the State less dependent on outside supplies of articles of diet. The new-found enthusiasm for padi-planting, referred to elsewhere in this Report, will no doubt achieve this in time, but for the immediate future, the encouragement of the cultivation of vegetables and other foodstuffs on a greater scale (in addition to livestock and poultry) is enjoying the earnest attention of the Johore Government.

W. E. PEPYS,
General Adviser, Johore.

JOHORE BAHRU,
30th May, 1939.

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APPENDIX A.

Revenue in the years 1936, 1937 and 1938.

Head of Revenue	1936	1937	1938
	$	$	$
Lands -	3,923,125	3,789,874	3,654,866
Forests -	292,615	342,879	439,753
Customs -	5,300,310	7,580,108	5,451,682
Licences etc. -	3,391,644	3,951,851	3,637,103
Fees of Courts -	341,499	363,278	384,919
Posts and Telegraphs -	354,125	444,276	451,970
Railway -	—	86,700	289,167
Port and Harbour dues -	34,866	37,853	36,126
Interest -	1,630,216	1,593,419	1,656,785
Miscellaneous Receipts -	153,919	211,692	59,209
Municipal -	1,118,964	1,351,456	1,381,321
Land Sales -	847,408	443,302	470,189
Total -	17,388,691	20,196,688	17,922,090

APPENDIX B.

Expenditure in the years 1936, 1937 and 1938.

Head of Expenditure	1936	1937	1938
	$	$	$
Pensions -	628,588	629,935	759,858
Personal Emoluments -	6,113,361	6,448,393	6,950,642
Other Charges -	3,577,041	4,342,219	4,757,768
Purchase of Land -	217,905	165,905	206,232
Electric, S. S. -	—	210,968	173,874
P.W.D., A. R. -	1,548,235	1,505,889	1,649,306
P.W.D., S. S. -	5,826,664	5,094,443	4,355,413
Total -	17,911,794	18,397,752	18,853,093

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APPENDIX C.

Balance Sheet at 31st December, 1938.

Liabilities			Assets			
		$				$
Deposits		1,269,268	Cash in hand at Treasuries, Banks, Crown Agents and Customs Department ..			2,827,994
Rubber Fund		26,711	Cash-in-transit			61,886
			INVESTMENTS (at cost):—	$		
SURPLUS:—			Sterling Securities	22,055,591		
Opium Revenue Replacement Reserve Fund		15,432,120	Local Securities	1,758,444		
			Fixed Deposits	—		
						23,814,035
General Surplus		26,195,752	Opium Revenue Replacement Reserve Fund Investments	15,390,316		
			Cash	41,804		
						15,432,120
			Due by other Governments			4,910
			Stock of Chandu			28,744
			Advances			139,672
			Loans			228,660
			Suspense			385,830
Total ...		42,923,851	Total ...			42,923,851

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APPENDIX D.

STATISTICAL RETURN OF REVENUE AND EXPENDITURE, 1912—1938.

Year	Revenue	Expenditure
	$	$
1912	4,348,642	3,231,406
1913	4,378,556	3,267,484
1914	4,352,897	3,899,698
1915	5,790,394	3,645,421
1916	7,976,863	4,602,433
1917	10,168,625	5,119,520
1918	9,125,694	5,858,591
1919	11,002,778	8,223,682
1920	11,838,976	13,070,284
1921	7,689,054	11,159,450
1922	8,625,223	8,785,873
1923	11,094,955	7,064,166
1924	10,947,960	8,095,276
1925	15,884,592	9,780,322
1926	18,781,565	18,099,232
1927	18,239,023	15,348,473
1928	20,698,077	16,445,473
1929	17,633,212	16,200,829
1930	14,634,966	16,671,946
1931	12,102,704	14,778,518
1932	11,518,363	11,383,156
1933	11,806,152	11,589,496
1934	16,660,594	11,692,115
1935	17,162,127	18,429,798
1936	17,388,691	17,911,794
1937	20,196,688	18,397,752
1938	17,922,090	18,853,093

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APPENDIX E.

HOUSING.

Town Board Areas	Total Population	Number of separate Dwelling Houses and of persons inhabiting them						Number of Barracks, Compounds, Tenement Houses, etc, and of persons inhabiting them		Number of Native Huts and of persons inhabiting them	
		Houses of one room	Inhabitants	Houses of two rooms	Inhabitants	Houses of three rooms and over	Inhabitants	Barracks, etc.	Inhabitants	Huts	Inhabitants
Johore Bahru ...	26,250	—	—	779	4,913	2,256	15,060	160	3,370	395	2,907
Kluang ...	11,366	61	248	65	410	286	3,076	590	3,857	437	3,775
Muar ...	33,554	592	3,166	536	3,638	1,068	10,080	1,721	12,045	906	4,625
Segamat ...	4,351	152	899	106	811	71	717	81	1,170	146	754
Kota Tinggi ...	3,537	14	76	13	100	117	1,512	108	1,008	100	841
Mersing ...	5,449	222	893	153	873	217	2,203	103	1,324	35	156
Batu Pahat ..	25,659	1,171	7,601	505	4,273	530	8,498	77	1,518	627	2,769
Pontian Kechil ...	3,778	4	15	79	322	400	2,187	11	234	214	1,020
Total ...	113,944	—	—	—	—	—	—	—	—	—	—

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APPENDIX F.

Return of Motor Vehicles licensed in 1938.

Place of Registration.	Private Cars	Hire Cars	Bus	Lorry	Motor Cycle
Johore Bahru -	1,144	309	30	608	105
Muar -	429	325	11	211	62
Batu Pahat -	426	148	116	204	72
Segamat -	253	50	39	131	43
Mersing -	52	39	—	56	1
Total -	2,304	871	196	1,210	283

APPENDIX G.

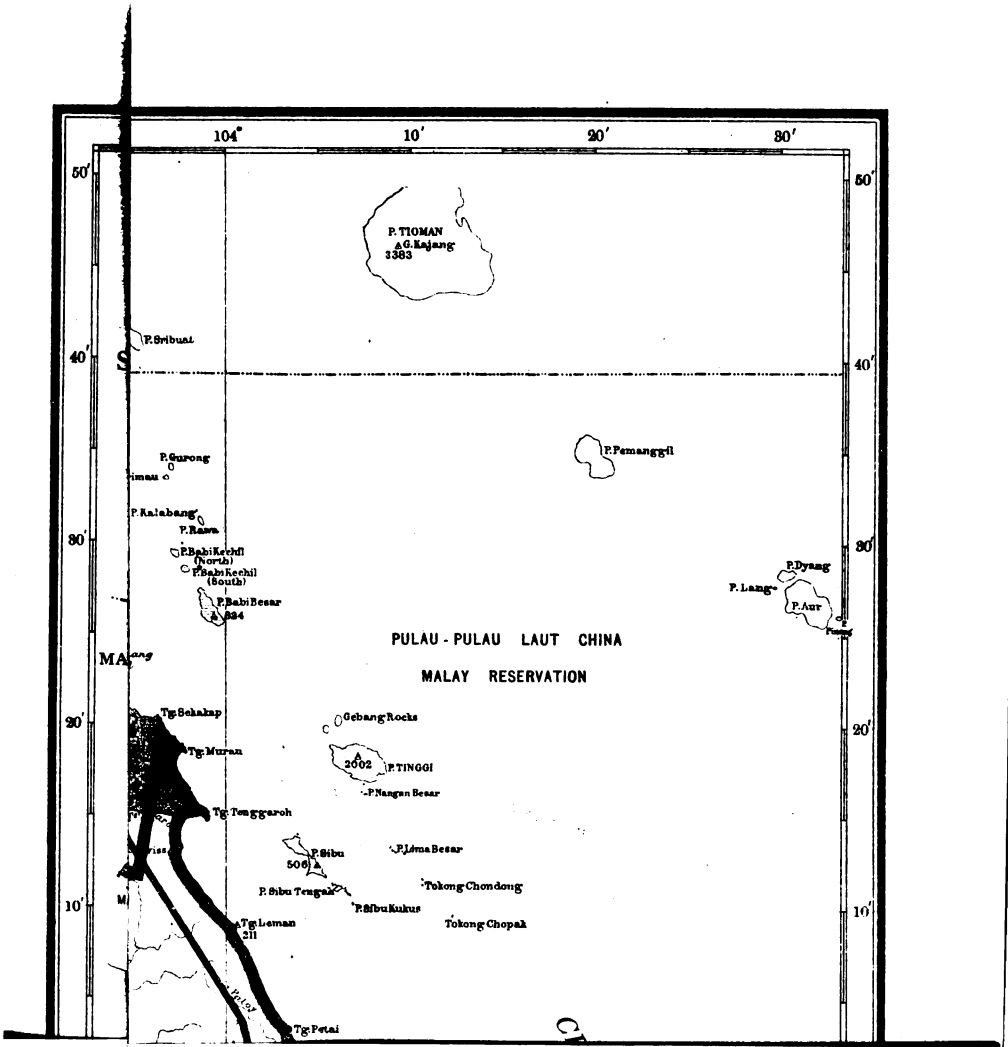
BIBLIOGRAPHY.

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A History of Johore (1365-1895) by Dr (now Sir Richard) Windstedt, K.B.E., C.M.G., D. Litt. (Oxon).

The same author has devoted chapters to Johore in his *History of Malaya.*

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P. Gurong
P. Kalabang
P. Rawa
P. Babi Kechil (North)
P. Babi Kechil (South)
P. Babi Besar
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P. Pemanggil
P. Dyang
P. Lang
P. Aur
PULAU - PULAU LAUT CHINA
MALAY RESERVATION
Tg Sekalap
Tg Muran
Gebang Rocks
2002
P. TINGGI
P. Nangan Besar
Tg Tenggaroh
P. Sibu
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ANNUAL REPORT OF THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF TRENGGANU FOR THE YEAR, 1938.

I.—GEOGRAPHY, CLIMATE AND HISTORY.

Trengganu is a Malay State on the East Coast of the Malay Peninsula lying between latitudes 3° 53′ and 5° 51′ North and longitudes 102° 23′ and 103° 30′ East. It is bounded by Kelantan on the North and North West, by Pahang on the South and South West and by the China Sea on the East. The area of the State is about 5,050 square miles, its length being 133.5 miles and its greatest breadth 76.8 miles. The capital of the State is Kuala Trengganu which is also the headquarters of one of the three administrative divisions into which the country is divided. Chukai (Kemaman) and Kampong Raja are the headquarters of the other two divisions (Kemaman and Besut). The only other place of importance is Dungun which has rapidly developed in recent years owing to the proximity of a large iron mine.

2. The State, as the map annexed shows, is long and comparatively narrow with, in comparison with its depth, an exceptionally long coast line. It is intersected by a series of sixteen rivers which flow in an easterly or north easterly direction into the China Sea. Of these the Trengganu, the Kemaman, the Dungun, and the Besut are rivers of considerable size and the first two can be entered at favourable states of the tide by coasting steamers but the sand bar which runs along the whole of this coast at all times makes navigation difficult for craft big or small.

3. Generally the State may be divided into three main belts. The first belt consists of long sandy beaches fringed with coconuts and casuarina trees and broken here and there by reddish cliff and rocky promontories: along these beaches are many thickly populated Malay villages the life of whose inhabitants is wrapped up in the sea and whose livelihood depends upon what the China sea will yield them in the fishing season. Behind these beautiful beaches there run, parallel to the sea, long dunes (gong) alternating with strips of swamp. The trees on these dunes are stunted and scattered and for the purpose of cultivation these areas are often of little value, though the cashew nut tree appears to relish their inhospitable soil. But the swamps often serve as good rice fields, their emerald green contrasting strongly with the arid dunes. They are ideal for cross country work in a car and, with little preparation, provide useful tracks for subsidiary communications. There can be little doubt that these "gong" are simply old beaches left by the sea as new sand banks formed. In places one can see new "gong" in the course of creation.

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4. The second belt consists of broad flat plains in the valleys of the rivers broken by undulating country and long stretches of higher ground (old and improved "gong") on which the agricultural population live and plant fruit trees and rubber, leaving the plains as a whole for the cultivation of rice.

5. In the third belt the valleys narrow and there are rapids in the clear rivers and, as the last kampongs are left behind, the country rises into uninhabited steep mountain land still under jungle. The mountains rise to nearly 5,000 feet, Gunong Lawit (4,978 ft) being the highest peak; it is wrongly marked as Gunong Batil on maps—there is a low hill called Batil in the vicinity. In this country also lies Gunong Padang, a flattish-topped mountain, which contains a plateau of approximately 5,000 acres at an elevation of about 4,000 feet and which in years to come might perhaps be developed into a Hill station. It is, at present, difficult of access.

6. The sea coast is very beautiful, the white sands contrasting strongly on sunny days with the burning blue of the sea. Off the coast are numerous islands, largely clothed in forest, terminating in cliff or beaches of coral sand with fringes of coconut trees. Some of them are inhabited. Around them are wonderful "Neptune's gardens" of branching coral, interspersed with other strange sea growths and sea-anemones of royal purple, all seen through crystal clear water through which dart strange and often brilliantly coloured fish.

The best known of these islands are the Perhentian group, of which Pulau Perhentian Kechil (owing to its fortunate freedom from monkeys) is noted for its bananas.

But although the Perhentians are well worth a visit, they are not in the writer's opinion so beautiful or so interesting as Pulau Redang with its satellite Pulau Pinang and numerous small neighbouring islets. Apart from its scenic beauty it is of interest as containing in the valley which runs down its middle, some rice fields and cattle. Unfortunately it is plagued with monkeys.

Near Kuala Trengganu lies the pretty little island of Pulau Kapas which serves as a useful refuge to steamers in the monsoon, as indeed do the Perhentians.

Furthest south and rarely visited is Pulau Tenggul, "last, loneliest, loveliest, exquisite, apart". For some reason, it is usually called Berhala by European mariners; probably it was at one time confused with Pulau Berhala on the Johore coast and the wrong name "stuck". This Eden contains a python (or possibly pythons) magnified and elongated by legend —it is unlikely that any human eyes have actually seen it. No doubt it serves a very useful purpose in keeping down monkeys.

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But it also invariably swallows the cats which are brought from time to time by the sole land-owner of the island, in the hope of exterminating the rats. More to be dreaded by the casual visitor who seeks to bathe from the island's beautiful beach is a peculiarly vicious sand-fly.

7. The long beaches of Trengganu both on the islands and the main land are the haunt of numerous turtles whose eggs are much appreciated by Orientals and bring the Government about a thousand pounds yearly in licence fees. There are several kinds of turtle, the commonest being the green turtle. They are extraordinarily fecund, laying from 70 to 120 eggs at a time in the sand.

Their fecundity is fortunate in that apart from human depredations (which it is hoped to mitigate by a degree of conservation) their newly-hatched young are peculiarly helpless against the ravages of small sharks which wait for them when they enter the water.

Not much is known about the life-cycle and habits of turtles but it is remarkable that they appear to be conservative on their choice of places in which to lay their eggs. Thus it seems that only the green turtle ever lays on the Perhentian Islands whereas the big turtle called "agar" prefers Pulau Kapas.

And a turtle which is particularly noticeable owing to a chipped shell or a lost flipper will be observed using the same place (within 100 yards or so) in which to lay its eggs year after year.

It might be remarked that the Malay fishermen generally do not like to leave a nest entirely empty. They leave at least one egg "for the mother to wash herself with" (the reference is to the ceremonial ablutions of a woman after child birth) or as an Englishman would say for "luck". A turtle's egg is white and leathery. Eggs of different species vary in size but generally speaking it may be said that they look like ping pong balls.

8. Around the islands are still to be found mother-of-pearl and trochus shells, both valuable to the button-making industry. The former are known in the Singapore market by the unlovely name "green snail". Like other marine life in Trengganu waters they have suffered much from Japanese poachers.

CLIMATE.

9. While the characteristic features of the climate are uniformity of temperature and a heavy annual rainfall, the North-East monsoon, which usually breaks about the end of October and may last into March, makes a distinct change in temperature, wind and rainfall. This season is marked by prolonged periods of dark days and heavy rain and later by strong winds and rough seas. Fishing is brought to a stand-still and trade of a

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necessity declines. Land communications become more difficult and travelling is reduced to a minimum. In the middle of the year the weather is usually hot and dry but during the day time there is usually a steady, and sometimes strong breeze from the South-East (the Tenggara).

10. The average annual rainfall is about 115 inches, the highest recorded having been 191.55 inches: a large part of this falls during the North East Monsoon. The following are the rainfall figures for 1936, 1937 and 1938:—

	1936	1937	1938
Kuala Trengganu	170.30″	131.20″	118.06″
Kemaman	113.87″	83.67″	62.89″
Besut	159.89″	139.29″	113.64″
Kuala Brang	191.15″	164.86″	140.46″
Dungun	—	119.47	139.08″

The North East Monsoon was on the whole mild following heavy rain in December 1937. Usually December and January are the wettest months but in 1938 delightful weather was enjoyed in January, cool bright weather such is rarely known on the western side of the Peninsula outside the hills. Similar weather obtained in December until Christmas Eve, though it might be added that there were heavy floods in January, 1939.

HISTORY.

11. The early history of Trengganu is obscure. A Chinese Budhist monk and traveller, CHAO JU KUA, mentions it among places subject to the old Kingdom of Palembang. The Nagarakretagama, a Javanese work composed in 1365 A.D. speaks of both Trengganu and Dungun as tributary to Majapahit. The Hikayat Hang Tuah, tells how Hang Jebat and Hang Kasturi slew a Trengganu prince, Megat Panji' Alam, on the steps of the palace of the Ruler of Inderapura (believed to be the present State of Pahang).

12. That there existed a Mohammedan Kingdom in the upper Trengganu river over a hundred years before the recorded conversion of Malacca to Islam is suggested by the discovery of a remarkable Malay inscription dated 702 A.H. (1303 A.D.) on a stone found near Kuala Brang, a place some 20 miles up river from Kuala Trengganu. The language of the inscription is Malay, with an admixture of Sanskrit and Arabic, and the script is Arabic, a combination for which there is no parallel before the year 1468 A.D. The subject of the inscription, which was deciphered in 1923, is the Islamic law of sexual offences. The stone is now in Raffles Museum, Singapore.

13. The origin of the name Trengganu is lost though various highly improbable and obviously ex post facto attempts have been made to account

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for it. On the stone mentioned in paragraph 12 the name is spelt Trengganu (ترڠڬانو) and on a coin of A.H. 1310 (A.D. 1891) the spelling Trekanu (ترقانو) is to be found—the latter indeed comes nearest to the local pronunciation of the name.

14. According to the chronology accepted in Trengganu the throne of Trengganu has been occupied by members of the same Ruling House for about 240 years. The first Sultan was a son of BENDAHARA ABDUL MAJID of Johore, another of whose sons became Sultan of Johore. There was, therefore, a Sultanate in Trengganu when some of the Western States, which have now outstripped her in development, were still in their infancy and when their dynasties were yet to be founded. The present Ruler is Sultan SULAIMAN BADARU'L-ALAM SHAH, K.C.M.G. who came to the throne in 1920; he is the fourteenth of the line.

15. In the year 1776 Sultan Mansur (1730—1792) sent the *bunga emas* or golden flower to the King of Siam, and this practice was continued at first annually and later triennially until by a Treaty in 1909 the Siamese Government transferred to Great Britain "all rights of suzerainty, protection, administration and control whatsoever which they possess over the States of Kelantan, Trengganu, Kedah, Perlis and adjacent islands". What exactly those rights were in respect of Trengganu is doubtful. The Trengganu tradition is that the sending of the *bunga emas* was in no sense an admission of suzerainty, but was merely an expression of goodwill, which was reciprocated by the King of Siam who sent presents in return.

16. During the year 1909 the Sultan agreed to receive a British Officer who would reside in Trengganu and exercise functions similar to those of a Consular Officer. A few months later, in April 1910, a Treaty between Great Britain and Trengganu was signed in Singapore, which put Trengganu under the protection of Great Britain and provided for the appointment of a British Agent. A further Treaty was executed in 1919 following the report of the "Bucknill Commission" under which the Sultan agreed that for the post of British Agent there should be substituted "a British Officer, to be called the British Adviser, who shall live within the State of Trengganu and whose advice must be asked and acted upon in all matters affecting the general administration of the country and all questions other than those touching the Mohammedan Religion". Some account of the British Adviser's functions is given in the following chapter.

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II.—GOVERNMENT.

17. Trengganu is governed by His Highness the Sultan in Council with the advice of a British Adviser. The State Council consists of 18 members, all of whom either hold some Government office or are pensioners of the Government. There is no un-official representation. The President of the State Council is the Mentri Besar or Chief Minister, who is at the same time the principal executive officer of the State. Immediately under him is the State Secretariat, officered entirely by Malays and in charge of the State Secretary who is the Government's official spokesman. The Chief Offices of the State, such as the Treasury, the Customs Department, and the Audit Department, are held by Malay Officers of the Trengganu Service, and the two State Commissioners at Kemaman and Besut and the District Officers are similarly Malays of the local service. The Chief Judge who presides in the Kuala Trengganu division of the High Court is a Malay though by an innovation made this year the European Legal Adviser sits with him and has equal powers with him. There are, at present, 15 seconded British Officers in the State: 6 of these are officers of the Malayan Civil Service (the British Adviser, the Legal Adviser, the Commissioner of Lands & Mines, the Assistant Advisers at Kemaman and Besut and the Settlement Collector, Kuala Trengganu. Seconded Officers from the Malayan professional and technical services are in executive charge of the Police, Public Works, Medical, Forests, and Survey Departments. There is also a Preventive Officer in the Customs Department and a European Master in the Government English School at Kuala Trengganu who is also at the same time Chief Inspector of Schools, Trengganu.

18. The Treaty of 1919 is strictly observed by both parties to it and the advisory system pertains, in Trengganu in a very pure form. Except that he is a Judge of the Court of Appeal, the British Adviser is otherwise an advisory officer only and his advice is in fact asked on all matters dealing with the general administration of the State, whether they be great or small. He is not a member of the State Council but on the other hand he attends all meetings and no resolution in passed without his advice being asked. Should a meeting be held in his absence, no business is brought before the Council on which his advice has not previously been obtained.

19. The Commissioner of Lands & Mines is regarded as the British Adviser's second-in-command. The Assistant Advisers, Kemaman and Besut are responsible for keeping the British Adviser informed of all matters of administration in the State Commissioner's divisions which call for his

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advice. Each Assistant Adviser sits with a Malay as a member of the branch of the High Court of his District.

20. Except in Ramathan, the fasting month, the State Council meets normally once a week for the consideration of all general administrative questions and there are additional sessions for legislation. It met altogether 66 times in 1938.

21. The official language of the State is Malay and the official version of all Enactment, Rules and Proclamations is in the Malay (Jawi) script. But English and Romanised versions are also published and the Interpretation Enactment provides that if any difficulty as to meaning arises the English version shall be followed. Both the Muhammedan and English Calendars are in use. The administrative year generally follows the English Calendar but Enactments are numbered in the Muhammedan year.

III.—POPULATION.

22. The population at the 1921 census was 153,765 while at the 1931 census it was 179,789 of which 92,354 were males and 87,435 were females. The division by race was:—

Malay races	164,564
Chinese	13,254
Indians	1,371
Europeans	35
Eurasians	15
Other races	550

23. The estimated mid-year population for 1938 calculated by the geometrical method was 201,370. For the majority of the population this method is fairly accurate but the Indian population has probably trebled itself owing to recruitment for the Japanese Iron Mines.

24. There were 8,259 live births registered during the year of which 4,269 were males and 3,990 were females; the ratio of male to female births was thus 1,069 per 1,000 females born. The birth-rate was 41.01 per mille.

The number of still births recorded was 337 giving a rate of 40 per 1,000 total births.

25. The number of deaths registered was 4,785 giving a rate of 23.76 per mille; of these 2,626 were males and 2,159 were females. The highest number of deaths was 518 (in November) and the lowest 271 (in October). Deaths of children under five years of age numbered 2,083 or 43.53% of the total deaths.

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The main causes of deaths as reported during the last five years have been:—

	1934	1935	1936	1937	1938
Unspecified fever and malaria ..	2,529	2,557	2,661	2,761	2,756
Convulsions ..	1,031	996	1,095	867	1,245
Intestinal Diseases ..	273	264	172	183	113
Beri-beri ..	68	76	61	23	31
Respiratory diseases ..	134	143	140	90	115
Maternal Mortality ..	51	77	64	53	65
Old age ..	308	238	217	212	229
Accidents ..	63	50	66	60	39
Other causes ..	133	218	197	182	192
Total ..	4,590	4,619	4,683	4,431	4,785

A closer analysis of the causes of deaths would be useless since the number of deaths certified by qualified medical practitioners amounted to less than 4% of the total and for the rest returns from Deputy Registrars have to be followed.

Of the 2,756 cases of unspecified fever and malaria, 86 were due to malaria (two of which were due to black water fever) five were stated to be due to *demam kepialu* which means in effect a long continuous fever and might possibly be enteric or typhus. As to the others no cause can be assigned.

26. Maternal Mortality—Sixty five women were stated to have died as the result of child-birth giving a rate of 7.89 per thousand and total births (alive and still). Two women died as the result of abortion.

The number of deaths of children aged under one year was 1,654 or 28.93% of the total number of deaths of which 953 were males and 701 were females. The infantile mortality rate was 200.26 per mille. The mortality rate of children under the age of 4 weeks per 1,000 live births was 76.89.

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IV.—HEALTH.

27. The Medical and Health Department is under the charge of a Medical Officer seconded from the Malayan Service. The staff during the year 1938 was as follows:—

Medical Officer	1
Assistant Medical Officers	3
Male Dressers	29
Staff Nurse	1
Nurses	2
Midwives	4
Vaccinators	4
Health Inspectors	3
Clerks	4
Steward & Store-keeper	2
Menials	46

There are 4 private Asiatic doctors in the State who are employed solely by the mines and estates.

28. The most reliable information as to the incidence of disease in Trengganu is to be obtained from the statistics of patients treated by the Medical Department. As has been pointed out the reports of deaths are more trustworthy as to the fact than the cause.

29. The incidence of Malaria varies widely in different parts of Trengganu. The coast line, where approximately two thirds of the population reside, is comparatively free. Inland from the coast the incidence of malaria rises rapidly—particularly amongst the people living in the upper reaches of the North Trengganu rivers. Fortunately the population of these districts is sparse and inhabitants live mainly by shifting cultivation. The Perhentian islands are highly malarious—the spleen rate being over 90%. In June of this year—the Health Officer, Pahang was consulted, and after his visit to the Islands he suggested that a ravine at the back of the largest Kampong on Pulau Perhentian Kechil should be cleared and oiled. This was done in August and during a survey made in October no anopheline larvae were found. It is too soon to draw any conclusions but it is hoped that after further clearing has been done in 1939, the malarial rate will drop. Pulau Perhentian Besar will be very difficult to deal with; its former population has long virtually abandoned it.

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The island Pulau Redang has a lower incidence, the spleen rate being approximately 35%.

The following figures are relevant:—

	1937	1938
Number of deaths reported as being due to malaria	84	86*
Number of deaths reported as being due to fever unspecified	2,677	2,670
Number of deaths reported as being due to convulsions	861	2,670
Total death rate per mille	22.33	23.36
Number of out-patients treated by Dept. for malaria	20,860	20,318
Percentage	14.64	15.39
Number of in-patients treated by Dept. for malaria as principal disease	579	1,305
Percentage of Malays (*i.e.* the stable population admitted into Government hospitals suffering from malaria as the principal disease)	7.08%	16.49%
Spleen rate of school children	3.02%	2.65%

*Of 86 cases of death from malaria in 1938, 2 were due to Blackwater fever.

As regards the mines and estates, there were 10 deaths from this cause in an average monthly population of 7,084 as compared with 15 deaths in an average monthly population of 7,073 during 1937.

30. There were no cases of plague, cholera, smallpox or other dangerous infectious disease.

31. Primary vaccinations against smallpox numbered 7418 and revaccinations 115, a total of 7,418 as compared with 12,394 in 1937. No difficulties are encountered by the vaccinators in performing their work.

32. The following table shows the number of cases of the typhus group of fevers which have been diagnosed so far; all have been confirmed by serological tests:—

Type Serological Type	"Scrub" Typhus B. Proteus X "K"	"Shop" Typhus B. Proteus X. "W"	Deaths
1935	3	0	1
1936	2	2	1
1937	2	1	0
1938	0	1	0

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The number of deaths reported to have been due to diseases of the bowel was 111 against 183 in 1937.

The continued low incidence of dysentery and enteric fever is remarkable in view of the low hygienic standard that obtains in regard to conservancy and water supplies. Doubtless the filtering action of the sandy soil on the coast plays a great part while the people living on the banks of the rivers are too scattered to pollute the rivers to any serious extent.

33. Beri-beri is most prevalent in December, January and February i.e. towards the end of the Northwest Monsoon and is mostly of the peripheral neuritic type. It is a not infrequent complication after child birth and enteric and severe malaria.

Dramatic results are obtained in cardiac cases by using injections of vitamin B, but unfortunately the same excellent results are not obtained in the neuritic cases which are slow to respond to any form of treatment.

The disease is mostly confined to the coastal population where polished rice is eaten.

It is rare to find cases in the interior where home grown unpolished rice is the staple diet.

This year there has been a further decrease in the number of cases, 790 patients being treated as compared with 1190 in 1937, but there were 31 deaths compared with 23 last year. There was no death due to Beri-beri on any of the mines or estates.

34. The number of cases of yaws treated by the Department during the last five years have been:—

Year	Admissions In-patients	Percentage to total admissions	Out-patients treated	Percentage to total number of out-patients treated
1934	422	23.24	3,995	4.24
1935	324	13.68	4,334	3.78
1936	257	10.45	2,845	2.17
1937	231	6.78	3,694	2.59
1938	114	3.01	11,123	8.43

Of 2,909 school children examined only 2.61% showed signs of yaws as compared with 3.8% in 1937, and these cases only showed the tertiary lesions.

The fact that 11,123 cases were treated this year does not mean that there has been any increase in the disease but merely that in September, October, and December an intensive campaign was carried out with Stovarsol.

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35. Venereal disease is notoriously common and is often attended to by quacks though patients are encouraged to go to hospitals. So far as hospital records show there has been a slight decrease in cases of syphilis and gonorrhoea but an increase in other venereal diseases especially a virulent soft sore apparently imported by sailors at Dungun. It might be mentioned that free treatment is available to sailors at Dungun and other ports but no advantage has been taken of it.

HOSPITALS.

36. The following accommodation is now available for inpatients:

Kuala Trengganu Hospital	190 beds
Dungun Hospital	20 „
Kemaman Hospital	28 „

The charges are moderate, being 40 cents a day for admission to the general wards (payment is usually made by companies on behalf of their coolies) and $1 per day in the case of the special wards. People unable to pay are admitted free.

37. The following is the summary of the work performed at the hospitals:—

	1938			
	Kuala Trengganu General Hospital	Kemaman Hospital	Dungun Hospital	All Hospitals including Transfers
Total number of Admissions ..	2,101	1,062	620	3,783
„ „ Females admitted ..	364	68	19	451
„ „ Malays admitted ..	892	165	104	1,161
„ „ of deaths ..	67	42	11	120
Number of deaths per 100 admissions ..	3.19	3.95	1.77	3.17
Number of deaths excluding cases dying within 48 hours of admission ..	48	25	11	84
Number of deaths per 100 admissions excluding cases dying within 48 hours of admission ..	2.28	2.35	1.77	2.22
Number of cases of child birth conducted in maternity ward ..	103	21	4	128
Number of operations (excluding teeth extraction) ..	216	127	72	415
Number of deaths after operation ..	7	1	—	8
Number of cases treated by dental extraction ..	205	146	8	359

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DISPENSARIES.

38. There are permanent Dispensaries at the following places:—

Kampong Raja, Besut
Kampong Buloh
Kuala Trengganu Town
General Hospital, Kuala Trengganu
Kuala Brang
Hospital, Kuala Dungun
Hospital, Chukai Kemaman.

39. In addition, there are small dispensaries at Setiu and Kemasek each in the charge of a travelling dresser while a travelling dresser is attached to the Kampong Raja Dispensary and to each of the Hospitals; these travelling dressers are all Malays. The work of the travelling dressers is greatly restricted during the period of the north-east monsoon (November —March). The State is, in general fairly well served by these dispensaries and travelling dressers. In November 1938, this department purchased its own out-board motor and boat and it is hoped that a far greater scope of work will be covered along the various rivers.

40. The number of new cases treated by these dispensaries and travelling dressers was 131,972 while the total number of attendances was 157,673. The total number of new cases in 1937 was 125,640.

In addition to performing vaccinations, the vaccinators distribute medicine during their visits and the number of cases so treated was 21,114.

41. Eleven rural police stations and four customs stations which are situated in places where there are no dispensaries, are supplied with small stocks of simple drugs such as quinine, antiseptic lotions and ointments, etc., for distribution and 1,170 treatments were given.

42. There is no dispensary in the extreme South of Trengganu. The Jabor Valley Estate is paid a small sum of money in return for medical attention to the few Government servants who are stationed there.

43. The prison hospital at Kuala Trengganu has now been closed and the prisoners came to a special ward in the hospital.

MENTAL DISEASE AND LEPROSY.

44. Mental patients are no longer kept in the prison as was done before 1938, and now come to a special ward in the Kuala Trengganu hospital built in 1938. If after supervision for some time there is no likelihood of improvement, they are transferred to Singapore Mental Institution.

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The following table refers to the lunatics maintained at the Singapore Mental Hospital:—

	Males	Females	Total
Remaining on 1/1/38	10	2	12
Admitted	8	2	10
Total Treated	15	0	15
Discharged	1	0	1
Died	3	0	3
Remaining on 31/12/38	17	2	19

45. Lepers are sent to the Sungei Buloh Settlement in Selangor and there maintained at the expense of Trengganu. At the end of the year there were 11 male lepers and 1 female leper so maintained.

MATERNITY AND INFANT WELFARE WORK.

46. It is hoped with the help of the five mid-wives in the department to build up gradually a child welfare service. After delivery, they are expected to pay ten daily visits to the mother and child. When not otherwise engaged, they assist in the treatment of women and children in the dispensaries. The staff-nurse and nurse are also qualified mid-wives.

47. A maternity and child welfare clinic is run in conjunction with the Kuala Trengganu Town-Dispensary. The following table compares the number treated during the years 1937 and 1938:—

	1937	1838
Number of infants treated under 1 year of age ..	225	225
Number of children treated aged 1—12 years ..	1,117	1,271
Cases receiving ante-natal treatment	69	103

418 maternity cases were conducted in hospital or at patients' houses.

PUBLIC HEALTH AND SANITATION.

48. There are Town Boards at the following places: Kampong Raja (Besut), Batu Rakit, Kuala Trengganu, Marang, Kuala Dungun, Paka, Kretay, Kemasek, Kijal and Chukai (Kemaman). In most cases there are unofficial as well as official members on the boards and in all cases the Presidents are Malays.

The Medical Officer is also the Health Officer in Trengganu and the Assistant Medical Officers at Dungun and Kemaman act as Assistant Health Officers.

There are qualified Health Inspectors at Kuala Trengganu, Dungun and Kemaman while Dressers act as Health Inspectors in the smaller places.

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49. As has been pointed out, the larger towns are free from malaria and anti-malarial measures are most required where they are most difficult to achieve.

No oiling is done by the Government except at Marang and, this year, at Pulau Perhentian Kechil.

As yet there is no legislation with regard to mosquito control but it is proposed to bring this matter to Government's notice again in 1939.

50. As regards Sewage Disposal the following systems are in operation:—

Kuala Trengganu.—The "double-pail system" stated in 1937 has continued to work satisfactorily and there are 526 latrines being served by the two conservancy lorries.

Kuala Dungun.—The conservancy system here has increased its service from 121 at the end of 1937 to 208 latrines at the end of 1938.

Chukai (Kemaman).—The private contractor continues to serve the town satisfactorily. There are 297 latrines in all, an increase of 27 over the 1937 figure.

51. Disposal of refuse is by control of tipping in the larger towns and by burning and burial in the villages.

In Kuala Trengganu there are 3 lorries used to remove rubbish and one in Kemaman and one in Dungun.

In all the towns and larger villages water is obtained from shallow, and, for the most part, unprotected wells while in the upper country districts it is usually obtained from the rivers. The water is of fair quality thanks to the sandy nature of the soil but in larger towns a certain amount of pollution goes on owing to the absence of a proper drainage system.

52. During the year boring has been carried out by the Public Works Department in the hope that an adequate supply for the town could be found. These efforts have proved unsuccessful and a further search will have to be made in 1939.

53. The drainage systems are poor and concrete drains are few, but the whole area of Kuala Trengganu town has been surveyed and it is hoped that in 1939 a proper drainage system will be commenced.

54. Inspection of houses is regularly performed at Kuala Trengganu, Kuala Dungun and Kemaman by the Health Inspectors and recommendations are made to the Town Boards.

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Sixty four houses were recommended for demolition at Kuala Dungun and 28 houses at Kuala Trengganu while similar action was taken in a number of cases in the other towns. Action has already been taken in the majority of these cases.

55. Twenty five Government schools and 6 private schools were inspected by the Assistant Medical Officers and Senior Dressers. All the children underwent a medical examination and were later given the opportunity of treatment. The number examined was 3,229 which was 90.09% of the number on the roll.

Apart from other complaints dental caries is very prevalent but an Assistant Dental Officer will be appointed in May 1939 and work will be commenced amongst the school children.

56. There are in Trengganu two iron ore and three tin mines that employ labour on a large scale and two estates that also employ many labourers.

This year there has been a steady improvement in the health and living conditions in most of these mines and estates.

All the larger estates and mines are visited by the Medical Officer or Assistant Medical Officers and Health Inspectors as well as many of the smaller ones.

Several of the larger concerns have their own hospitals.

MISCELLANEOUS.

57. There is no Veterinary Department in Trengganu and any work of this nature falls on the Medical Department. There was no epidemic of any importance in the State.

58. The following buildings were completed for the Medical Department during the year:—

Kuala Trengganu.—

Two wards for third class patients each containing 30 beds.
One second class female ward of 6 rooms.
One ward of 6 rooms for mental patients.

Also a new 110 volt D.C. electrical plant was established. The old plant will be established in Dungun Hospital.

Kampong Raja, Besut.—

A six-roomed emergency ward was partially completed.

Kemaman.—

The new administration block (including an operating theatre) was completed in February.

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V.—HOUSING.

59. The bulk of the people are peasants and fishermen and are housed in buildings of split bamboo or bark walls and thatched roofs. The local standard of living does not enable the average household to indulge in plank walls and corrugated iron roofs and the houses, which are raised off the ground, are airy and cool. Sometimes these houses are set at a distance from others but it is common to see a cluster of them, perhaps on a river bank or under the coconuts on the sea-shore, built close together in no particular order and unsupplied with either drainage or latrines. The constant alternation of bright sunshine and heavy rain is a great factor in sanitation and accounts for a comparative freedom from flies.

60. The only places of any size besides Kuala Trengganu are Chukai (Kemaman), Dungun, and Besut. In all these towns wide municipal limits were set some years ago and the By-laws do not allow the erection of buildings in these areas unless plans have been previously passed by the Town Board. This prevents the erection of unsuitable new buildings or their over-crowding due to the unauthorised construction of cubicles. Many of the buildings in the shop area of Kuala Trengganu are old and cramped but they get the benefit of a good sea breeze which blows most of the year round.

During the year Bukit Payong, a rapidly growing village 8 miles from Kuala Trengganu was brought under the control of the Kuala Trengganu Town Board.

61. In the few places of employment in the State where large resident labour forces are employed care is taken that suitable housing accommodation, approved by the Medical Officer, is provided.

VI.—NATURAL RESOURCES.

GENERAL SURVEY.

62. The most important products are tin, wolfram, iron, rubber, rice, fruit, coconuts and fish.

The mines are practically all organised on a capitalist basis—there is little individual "washing".

Agricultural land is largely held by peasant proprietors though there are three large European Estates employing labour.

Labour both in mines and estates is mostly Chinese and Indian, all on monthly agreements.

Metals mined are practically all exported as is rubber and a large proportion of the copra produced from coconuts.

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Rice and fruit is practically all consumed locally—indeed the country is far from self supporting as regards rice.

Much fish is exported, mostly in a preserved state.

Appendices F and G give further information as regards natural products.

Weaving of silk, and cotton cloth, chiefly for sarongs, and the making of white metal ware are the most important manufacturing industries. Both are cottage industries.

There is considerable local demand as well as export but no figures are available as regards the former.

Land is held from the State, usually in perpetuity in the case of agricultural and town land and on 21 year leases in the case of mining land. Licences to divert water from rivers for industrial purposes are needed, the water belonging to the State.

The system of land tenure which is gradually being introduced is based on the Torrens system. Further information will be found in Chapter XVII.

MINERALS.

63. *Mineral Resources.* Trengganu is rich in mineral ores of various kinds, the chief of which are tin, iron, wolfram, and manganese. No further news has been received as to the possibilities of using the deposit of zinc ore which was mentioned in the 1937 Report.

The main mineral-bearing areas are found in the Districts of Kemaman and Dungun, but indications of outcrops have now been found in Ulu Trengganu and there is also a small old tin-bearing area still being worked in the very inaccessible Pelagat valley in the Besut District and there is a small wolfram mine at Bukit Bidong, north of Kuala Trengganu not far from the sea.

The possibilities of the further development of existing and the discovery of new areas is largely an unknown quantity, but it can safely be said that, from indications which exist at present, there are good grounds for believing that Trengganu will improve its position as an ore-exporting country, when road communications and other administrative essentials have developed to the stage at which more capital can be attracted for the proper prospecting and proving by modern methods of large areas which are still difficult of access.

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64. *Tin.* Tin ore is both alluvial and lode, but most of the old alluvial areas have either been worked out or are rapidly approaching that state. It is lode mining therefore that holds the greatest promise for the future. The main working lode mines are at Freda (on the Bundi Concession), Sungei Ayam (on the Concession of that name) and at Kajang, close to Sungei Ayam, but there are distinct possibilities of new lode mine development in the valley of Sungei Pelantoh (a tributary of the Sungei Kemaman), and in Ulu Dungun.

65. The operation of the International Tin Restriction Agreement bore hardly on Trengganu during 1938, and, for the last quarter of the year the permissible exports of tin totalled only 52.4 tons. It is hoped that part of the assessment surrendered voluntarily by Trengganu in the past will be made available for the State in 1939.

66. A heavy blow was also struck to the mining industry by the murder in January of Mr. Lui Ah Hon, owner and manager of Bundi and Freda Mines, which together produce an appreciable proportion of the tin of Trengganu. The work on the mines in three months following his death was entirely dislocated, and under-production in the first and second quarters of the year resulted.

67. The Ishihara Sangyo Koshi Mine at Machang Satahun in Kemaman made preparations during the year to work the finds of tin ore which have been discovered in conjunction with their iron ore deposits. It is hoped that they will be in a position actually to produce early in 1939.

68. *Wolfram.* Three wolfram mines were in operation and the production for the year amounted to 120 tons valued at $174,641.00.

The Bukit Lentor area remained closed for applications during the year, that is while a portion of it was being prospected by the East Asiatic Co., Ltd. Unfortunately, the Company did not feel encouraged to apply for a lease to work wolfram on a large scale, and, at the end of the year the area was again open for general applications for prospecting.

A number of applications have been received, and it is hoped that mining may start there on some considerable scale in the near future.

69. *Iron ore.* There are two iron mines in the State, both Japanese-owned, the one at Bukit Besi in Dungun worked by the Nippon Mining Co., Ltd. and the other at Machang Satahun near Kemaman worked by the Ishihara Sangyo Koshi Co., which owns several large iron mines in the State of Johore. The former is by far the larger concern.

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The export of ore from the Nippon Mining Company amounted to 806,770 tons during the year, and, would have been considerably more had it not been for the labour troubles amongst the Chinese Workmen employed. Details of these troubles are given in Chapter VIII under "Labour".

The mine at Machang Satahun produced 98,546 tons of ore during the year.

Tin ore and wolfram were exported to Singapore, and, all iron ore and manganese were exported to Japan.

70. *Mining Leases.* Seven thousand two hundred and seventy five acres were held under mining leases and 3,429 acres under mining certificates. The latter will be exchanged for leases after final survey.

71. *Prospecting Licences.* Thirty seven applications were received during the year. Fourteen were approved, 4 were withdrawn, 10 were refused and 9 were still under consideration at the end of the year.

Twenty six prospecting licences and permits covering an area of 24,580 acres were approved during the year. The majority of these applications covered areas which are to be prospected for tin. It should be explained that a Prospecting Licence carried with it the right to a lease subject to certain general or special conditions while a Prospecting Permit does not.

72. *Administration.* The Mines Department is administered by the Commissioner of Lands & Mines with the assistance of two Asiatic Mining Overseers, one stationed at Kemaman and the other (appointed during 1937) at Dungun. The Assistant Adviser, Kemaman, also acts in an honorary capacity as the Commissioner's Deputy in the Southern part of the State, where 90 per cent of the mining takes place.

73. Technical advice was obtained during the year from the Warden of Mines, Johore. He paid one visit of inspection to the State during the year.

No important legislation in connection with mining was passed during the year.

74. No doubt there is a large area of potential mining land as yet undeveloped but it is impossible to give figures of the area. Apart from the absence of a topographical survey and the fact that large areas have yet to be prospected, it is impossible in a country in which the question of "tailings" is of special difficulty to estimate with any degree of accuracy the extent of future developments.

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AGRICULTURE.

75. *General.* The possibilities of agricultural development in Trengganu are great as, with few exceptions, only the coastal belt has been developed. Rapids in the middle reaches of the Trengganu River have doubtless hindered development in land—Malays being essentially a riverine people. The main exceptions are the Trengganu and Besut river plains, where most of the rice grown in the State is produced, and the Jabor, Ulu Kemasek and Kuala Telemong areas which have been planted with rubber, mostly by Chinese. The population is lacking to develop the large tracts of agricultural land that are waiting to be opened up. Over the past ten or twelve years there has been an infiltration of colonists into the Besut District from Kelantan, where there is definite land hunger, but the rate of colonisation has been disappointingly slow. Still, the fact that this colonisation is taking place makes Besut the one district in the State where there are possibilities of much agricultural development in the near future. Over most of the rest of the State, in areas where there is vacant land, the existing population owns more land than it can effectively cultivate. It will be a long time before the natural increase in population forces more intensive agricultural development in these areas. It is unfortunate in some respects that, although there is land hunger in parts of the developed coastal belt, there seems little hope of persuading the landless there to move into the interior, for the reason that the dwellers on the coast have from time immemorial been primarily fishermen, with agriculture as the second string to their bows. This is not to say of course that the fishing industry is not a great asset of the State.

76. *Administration.* Agricultural affairs are administered by the Commissioner of Lands. Trengganu has the benefit of the advice of the State Agricultural Officer, Kelantan who pays periodical visits. This Officer visited Trengganu five times in 1938. The staff of the Agricultural Department was three Assistant Agricultural Officers and six Agricultural Subordinates. One of the Assistant Agricultural Officers and four of the Agricultural Subordinates were in Kelantan undergoing training most of the year.

77. *Experimental Stations.* Twenty five acres of land were reserved at Kuala Trengganu for a Central Agricultural Station. Work on the Station will commence in 1939. A padi test plot of nine acres was also acquired in the Besut District.

78. *Agricultural Shows.* Successful District Shows were held at Kuala Trengganu, Kemaman, Besut and Dungun. His Highness the Sultan went to Besut to open the show there and the British Adviser and many leading Officials attended. Interesting exhibits and demonstrations of rubber treatment were arranged by the State Agricultural Officer, Kelantan.

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79. *Pests.* The principal agricultural pests are rats, squirrels, and wild pigs and, particularly on some islands, monkeys. Rats are, undoubtedly, a difficult problem in the undeveloped areas of the State, and, the Agricultural Department are watching the situation. They are, however, frequently adduced as an excuse for the impossibility of planting "wet" padi, and their effect is likely to be overstated. As in 1937 rewards were paid to encourage the destruction of pests. For the first time rewards were offered for the destruction of monkeys on Pulau Redang and Perhentian Islands where these animals caused much loss to the inhabitants. Twelve shot guns were purchased for the use of Penghulus and Ketuas in dealing with pests in their districts. Rat poison was distributed to paddy planters throughout the State.

80. *Principal Crops.* The principal crops produced in the State in order of importance are rice, rubber, cocoanuts and arecanuts.

81. *Rice.* Rice is grown mainly in the flat plains between the coastal "gongs", and the hills and some 40,000 acres are cultivated annually. There are two main methods of planting practised—"chedongan" which is the normal method of planting "wet" padi throughout Malaya and "tugalan" which consists of dibbling seed into ploughed lands and making no provision for irrigation by constructing watercourses, and embankments. A further method known locally as "taburan" which consists of sowing seed broadcast on ploughed land as corn is sown in temperate climates, is declining in popularity. Most of the meadow land in the State of which there is a good deal is abandoned "taburan" land. A fourth method known as "padi huma" is practised in the higher parts of the river valleys but is discouraged as being a very wasteful and harmful means of cultivation consisting as it does in clearing jungle, usually on a hillside, planting one or two crops and then abandoning the clearing in favour of a new one; this practice impoverishes the soil and resulting erosion will cause, eventually, much damage.

82. *1938 Harvest.* Much of the rice is grown on land not yet even roughly surveyed. There is, therefore, a big margin of error in the estimates of the area planted, and of the crops harvested. It is estimated that in the 1937/38 season there were 32,310 acres planted with wet rice and 10,230 acres under dry rice. The harvest is estimated to have been 15,087 tons and was considerably less satisfactory than in 1937. Particulars are given in Appendix D. The prospects for the 1939 harvest are good as the padi was well established before the monsoon floods occurred.

83. *Rubber.* Four thousand and one hundred and fifty five tons of rubber valued at $2,138,893 were exported during the year as compared with 5,343 tons valued at $3,701,910 in 1937. Trengganu's quota like

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that of other States was considerably reduced in 1938 and the average price realised was less than in 1937. The total acreage under rubber is about 43,000 acres. This is a corrected figure against last year's estimate of 46,000 acres. There are only three European owned estates. Kretay Estate, owned by the East Asiatic Co., Ltd. Kretay Plantations and the Jabor Valley Estate of the Bukit Mertajam Rubber Co., Ltd. Apart from a few, mostly Chinese-owned, estates of over 100 acres, the remainder of the planted area is owned by Malay small holders.

84. The quality of the rubber produced by these small holders is still slowly improving. A great fillip was given to the preparation of smoked sheet rubber by the decision taken in 1937 at the instance of the Controller of Rubber to prohibit the importation of slab rubber into the Colony, Federated Malay States, and Johore. Besut District has been very satisfactory to note the number of new mangle sheet machines that have been imported and the number of small smoke-houses that have been erected since the bottom fell out of the low-grade market. The Rubber Research Institute of Malaya seconded one of their Malay instructors to Trengganu early in the year, and great success attended his effort to persuade small holders to make their own sheet. Slab rubber is now rarely seen, and the instructor has induced a number of the owners of the bigger holdings to erect small smoke-houses instead of leaving all smoking to the dealers as in the past.

85. *Copra.* Twenty nine thousand and seventy nine pikuls of copra valued at $97,592 were exported as against 24,476 pikuls valued at $139,459 in 1937, but the value of the total copra production of the State is very considerably in excess of this figure.

86. *Arecanuts.* Seventeen thousand and two hundred and eight pikuls of arecanuts valued at $118,977 were exported as against 13,494 pikuls valued at $84,541 in 1937, but here again there is considerable production for local consumption concerning which there are no statistics.

87. *Vegetables & Spices.* Other comparatively important crops, of which as yet no statistics whatsoever exist, are vegetables and spices. Vegetables are grown by Malays and Chinese for their own consumption and for sale in the local market.

88. *Tobacco.* The production of tobacco is still on the increase from last year, and the inhabitants of the up-river districts, where the alluvial areas in the flood channels of the large rivers are very suitable for tobacco growing, are going in more and more for growing tobacco for their own consumption. There is a Chinese cheroot factory in Kemaman which now obtains much of its supply of cured leaves locally.

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89. *Gambier.* One thousand eight hundred and sixty one pikuls valued at $54,290 were exported in 1938. This is a considerable increase on 1937 when 1,299 pikuls valued at $34,434 were exported. The export is entirely to Kelantan and Siam. It is mostly grown in Ulu Trengganu. It is also hoped that gambier growing will increase in Besut.

90. *Various.* More attention is paid to oranges in Trengganu that is generally the case in Malaya and though the total area under oranges is not large, some orchards, notably that of the Dato Mentri Besar, produce fruit far juicier and sweeter than the usual Malayan oranges. It is hoped to work up a small export trade to Singapore in these oranges and also in cashew nuts, whose trees grow freely near the coast.

IRRIGATION.

91. An investigation and report by the Adviser on Drainage and Irrigation in 1937 has shown that there are great possibilities for irrigation in the Besut plain. As a result of this report arrangements have been made to share with Kelantan as from 1/1/39 the services of a Senior Drainage and Irrigation Engineer. Most of his time will be spent in Kelantan as that Government will pay four-fifths of his salary. Much preliminary investigation will be required before any large scheme is embarked upon, but it is hoped that various minor irrigation schemes which seem promising may be proceeded within the near future.

Minor improvements to the Kayu Kelat dam at Besut were effected at a cost of $300.00 and an irrigation canal was constructed at Sungei Sekati in Kuala Trengganu District at a cost of $172.

LIVESTOCK.

92. There is no Veterinary Department in the State. The last census of livestock was held in 1932. The census figures, together with some estimated figures for 1938 are as follows:—

	1932 census	Estimated 1938
Buffaloes	20,250	30,000
Cattle	22,600	40,000
Goats	5,700	6,000
Sheep	2,600	2,500
Pigs	4,500	5,000
Poultry	228,000	250,000

A census is being taken in 1939. Nearly all the livestock belongs to peasants.

93. The State has many advantages for stock-raising. The local custom of planting land with padi taburan and padi tugalan and then

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frequently allowing it to lie fallow for one or more years results in grazing facilities being much more extensive than in the West. Moreover, attention was given during the year to the provision of adequate grazing ground reserves in all the Districts. There is good reason to believe that a large export trade could be developed. At present exports are small, only 459 cattle and 212 buffaloes being exported in 1938. The export of female buffaloes and cattle is prohibited at present.

Provision was made in the estimates for a beginning towards the establishment of a Veterinary Department by the appointment of two probationary live-stock inspectors who were to receive special training in Kedah. Unfortunately Kedah was unable to receive them but they will be sent there for training in 1939.

RUBBER REGULATION.

94. A European Rubber Regulation Officer was appointed as assistant to the Deputy Controller of Rubber, the Commissioner of Lands and Mines, in March. A separate Rubber Regulation Office was then formed, staffed with two clerks and a typist. The Commissioner's Office staff was thus relieved of Rubber Regulation work, and Settlement Officers were no longer employed on inspection in connection with assessments.

Inspections were made at Jabore, Kemaman, Kemasek, Paka, Dungun, Kuala Trengganu and Ulu Trengganu. It was decided to re-inspect the whole of Besut District, which had only been partially inspected. A Rubber Inspector, Inspector's clerk, 3 mandors and 3 coolies were temporarily engaged for this work. As a result of the new International Agreement permitting new planting up to 5 per cent of the existing planted acreage 40,865 share certificates representing rights to plant 2,043 acres were issued. It is estimated that certificates for about 30 acres remained to be issued at the end of the year. The new planting may not take place until 1939.

95. *Assessment.* The estimated assessment for 1938 was 7,373 tons, the final assessments after inspections and revisions was 7,674 tons. The average rate of release for 1938 was 55%—which, on 7,674 tons, is equivalent to 4,220.70 tons.

96. *Production and Export.* The rates of release for the four quarters of 1938 were 70% (16 katis a unit), 60% (14 katis a unit), 45% (11 katis a unit), 45% (10 katis a unit), or an average release of 55% (12¾ katis a unit).

Credits and Coupons issued amounted to 4,128.06 tons to which had to be added 82.33 tons brought forward from 1937, giving a total permissible export of 4,210.39 tons.

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4,155 tons were exported; 50.90 tons being transferred to other administrations; Coupons and Credits not used and cancelled totalled 0.43 tons and the balance of 4.06 tons was carried forward to 1939.

Stocks of rubber held by Dealers, covered by export credits was 4.06 tons at the end of December, 1938.

Stocks of rubber held by Estates over 100 acres not covered by export credits, was 335.99 tons at the end of December, 1938.

97. *Area under Rubber.* An acreage of 63,500 acres of holdings contain an estimated acreage of 43,000 acres of rubber made up as follows:—

	No.	Area	Area rubber	Assessment tons
Large Estates (over 100 acres)	39	22,355	15,597	2,845.55
Medium Estates (between 25 & 100)	111	6,593	5,007	974.66
Small Holdings (under 25 acres)	10,270	34,552	22,396	3,853.79
		63,500Ac.	43,000Ac.	7,674.00

98. *Experimental Planting.* An area of 91 a. 1 r. 60 p. was approved for experimental planting and completed by the end of December 1938.

99. *Prosecutions.* The most frequent infringement of the law was illegal planting and there were 25 prosecutions for this offence, 4 for making false reports, 1 for being in possession of rubber without documents and 1 for being in possession of Coupons not being a dealer or land owner.

There were 26 convictions, 5 of the illegal planting cases still being unheard at the end of the year.

The Police at Besut found two lots of rubber, which they presumed were awaiting a favourable opportunity to be smuggled out of the country. The rubber, 42.81 Piculs, was later removed to the Police Station, Kampong Raja, and as there were no claimants, was confiscated and destroyed.

The Customs also had nine sheets of rubber weighing 11 katis handed over to them which was found in the sea off Pulau Bara and as this was unclaimed it was also confiscated and destroyed.

100. *Malayan Rubber Fund.* Trengganu Account.

The Trengganu Domestic Fund had a balance of $1,116.49 in December, 1937. Receipts during 1938 were $18,658.90 and payments $17,772.54 leaving a balance at the end of December 1938 of $2,002.85.

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Kuala Lumpur Office also paid on Trengganu account $23,000 odd, which included a grant of $3,000 towards the cost of a new Customs Motor boat at Besut, so that the total expenditure on Trengganu account for 1938 was over $40,800.

Mr. P. A. B. McKerron, M.C.S. officiated as Deputy Controller from January until succeeded by Mr. J. Falconer, M.C.S. on 17/3/38. Mr. Falconer was again succeeded by Mr. W. F. N. Churchill, M.C.S. on 31st August, 1938. All these gentlemen officiated in addition to their own duties as Commissioner of Lands and Mines, Trengganu.

FISHERIES.

101. Fishing is the most important local industry from the point of view of the numbers who obtain a livelihood from it. The coast of Trengganu and adjacent islands provide fishing-grounds which are among the best in the Peninsula.

The fishing boats are all built locally and provide constant employment.

The catches of fish are all landed locally and to a considerable extent later re-exported to Singapore in the form of dried fish; there is no refrigerating system.

The fishermen are Malays and the exporting merchants are Chinese. As before, Japanese poachers gave trouble.

At present license to export dried fish is necessary and a scheme is under consideration under which on all applicants for licences will have to furnish a bond or cash surety as a means of weeding out applicants whose capital is insufficient and in consequence fail to pay their fishermen.

102. The past year saw an appreciable improvement in the position of the fishing industry. Comparative figures of exports of fish for the last 3 years are as follows:—

	1936		1937		1938	
	Quantity piculs	Value $	Quantity piculs	Value $	Quantity piculs	Value $
Dried Fish	90,848	647,597	85,157	609,081	94,045	647,495
Belachan	13,640	131,799	4,420	31,319	13,283	110,442
Other Marine Produce	12,690	78,994	4,118	25,801	8,389	55,669
		858,390		666,201		813,606

Belachan is a highly-seasoned and malodorous shrimp paste.

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103. There are sporting fish to be found notably the Spanish mackerel (tenggiri) the tunny (ayer—called tong-kol on the west coast) and the barracuda (tenok).

The big passenger motor boats which ply up and down the coast usually trail a long wire line behind with a strip of white cloth or similar lure. Not many fish are caught in this way—the engines of a motor-boat evidently have a deterrent effect. But occasionally a fish (usually a Spanish mackerel or tunny) will be hooked, when the boat is immediately slowed down lest the hook be torn out of the fish's mouth, and it is hauled on board amidst the cheers and laughter of the passengers.

Tunnies are plentiful especially in the stretches between Pulau Kapas and Dungun though they are not often large—they are usually of 5 to 6 pounds in weight. In the calm sea an area of about the size of a tennis court will suddenly be seen to boil with tunnies pursuing their prey. Through and around the turmoil the Malay fisherman paddle furiously, trailing their lines and hauling in the fish in numbers. Then the turmoil suddenly subsides and there is calm for ten minutes or so when the sea suddenly boils again a few dozen fathoms away.

FORESTS.

104. Little exploration was carried out when compared with the two previous years as reservation could wait until more progress had been made in the constitution of the reserves preliminarily notified. The only areas explored were the Bukit Laba ridge and the range of hills to the east of Sungei Melong, both of which lie between the Dungun and Merchang rivers where there are no preliminarily notified reserves. The former area was found to be disappointing and unsuitable for reservation for commercial purposes, but the latter proved to be excellent forest with *kapur* the predominant species. Situated as it is with good water transport to Dungun available this area must become valuable commercial forest. Further examination, however, is required to ascertain the northern limits of the range which may extend to the hills at Bukit Penghulu Diman near the Kuala Brang—Kuala Trengganu road.

105. Progress was made with the demarcation of the reserves preliminarily notified in 1937, any modifications necessary being made to the boundaries as the work proceeded. Demarcation has been practically completed in the case of the following proposed reserves, Sungei Tong (7,000 acres), Bukit Bauk (33,000) and Jabor (14,000) and considerable progress has been made with Gunong Tebu and Rasau—Kreteh—Ulu Chukai reserves of 70,000 and 152,000 acres respectively. The enquiries specified in the Forest Enactment have been completed only in the case of Gunong Tebu proposed reserve, but it is likely that the others will be finished early next year.

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106. To encourage more thorough exploitation the Forest Rules were amended to allow *kapur* and *keladan* timber of round-wood size paying a lesser royalty than heretofore. The prohibition on the export of *chengal* was raised for Jabor mukim in Kemaman district to permit this timber which can only be removed via Pahang, being worked on land alienated or about to be alienated.

107. There were 37 forest offences against 57 in 1937, none being of a serious nature. Twenty one cases were taken to Court and fines inflicted amounted to $185.

108. Shifting cultivation is practised in the interior but is practically confined to areas of young secondary growth and so may be viewed lightly from the forest point of view. A bad feature, however, is the clearing which frequently takes place right to the edge of a river, even where the banks rise steeply, and a greatly increased rate of silting must be one of the consequences of this practice. The Land Office endeavours to stop this practice.

109. No silvicultural work was carried out, but consequent on the demarcation of the Rasau,—Kreteh—Ulu Chukai Reserve within which the Hin Leong Company's felling area lies, a start must soon be made there to safeguard the abundant regeneration found in the *kapur* areas.

110. The total outturn, measured for royalty, of timber and fuel including charcoal expressed in round measurement was approximately 1,938,000 cubic feet against 1,937,000 cubic feet in 1937. Sawn timber amounted to 479,088 cubic feet, and round timber excluding poles to 371,872 cubic feet. The comparable figures for the last year were 539,762 and 206,086 cubic feet respectively, the differences from last year being largely accounted for by assessment of royalty at the Hin Leong mill being changed from output to input towards the end of the year. This alteration, whereby royalty is paid on logs as they leave the felling area, besides being simpler, promotes more efficient conversion in the mill and exploitation in the forest.

111. The greatest output of hardwoods came from Kemaman and Ulu Trengganu districts. In the latter area 80 per cent of the hardwood outturn consisted of *chengal* and as this species has been nearly cut out in all parts at present accessible, it is doubtful if supplies can long be maintained at their present level. Opening new roads will provide alternative sources of supply, but the real remedy is to popularise other hardwoods and to employ less durable timber in places where it can be safely used. Except for two tramways in the Kemaman district timber is drawn from the forest by buffaloes to river or road. Most of the softwood requirements of the State continued to be supplied by the Hin Leong Sawmill at Kemaman, although there was a distinct increase in this working in Kuala Trengganu district where the entire output was hand sawn.

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112. The Hin Leong Company's mill at Kemaman operated throughout the year, the total consumption of timber in round measurement being approximately 735,000 cubic feet against 748,000 cubic feet in 1937. Exports of sawn timber amounted to 196,112 cubic feet compared with 218,211 cubic feet in the previous year. The Nippon Mining Company Dungun maintained their sawmill for supplying their own timber requirements. The input of the mill amounted to 89,666 cubic feet, the comparable figure for 1937 being 105,369 cubic feet. Two other sawmills had an input of 29,423 and 14,212 cubic feet respectively, in both cases considerable increases over the 1937 figures.

113. Revenue from all other forest produce amounted to $13,551 against $11,663 in the previous year, the principal items being *jelutong*, *nipah*, and *rotan* which account for about 90 per cent of that sum. The *jelutong* trade flourished during the first half of the year, but the fall in prices in the second half severely affected the local industry which had entered trade late when prices were high.

114. Tongkangs (large boats) and lighters continued to be built at Kemaman and Dungun by the Hin Leong and Nippon Mining Companies respectively. The former concern constructed two sailing and one diesel engined vessel each of about 100 tons and the latter four lighters. The power driven tongkangs have been very successful and their use is likely to increase.

115. Revenue amounted to $93,475 against $93,565 in 1937 and expenditure to $29,500 against $27,895 in 1937, the surplus being $63,975 compared with $65,670 in the previous year.

MANUFACTURE.

116. The industries of importance are hand-woven silk sarongs and other textiles, soap-making, a samsu-distillery, the manufacture of metal-ware and boat-building.

117. A project to start a match-factory in the State was mooted but on investigation it was found to be uneconomic and it did not materialise.

118. The weaving of sarongs and cotton textiles is a wide-spread cottage industry in the State and is valuable in that it enables the wife of a peasant or fishermen to eke out her husband's earnings particularly during the North-East monsoon period when fishing is except on certain days at a stand-still.

Their products are sold throughout the Malay Peninsula and have won a high reputation for durability and pleasing patterns.

The value of sarongs exported during the year was $286,847 which figure shows a decrease on the previous year of $186,428.

Reasons advanced for the decline are the less favourable economic conditions obtaining in Malaya during the year.

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The rise in the price of yarn imported from China also contributed.

It is suggested also that Japanese-made sarongs are now of a better quality and are competing more strongly with the local woven article.

119. Government assists the industry through the medium of the Arts and Crafts Society of which the Honorary Secretary is a seconded British Officer.

The Customs import duty on chemical dyes was abolished during the year in order to help to foster this cottage industry.

The State exhibited samples of Trengganu manufactured textiles at the Malayan Agri-Horticultural Show in Kuala Lumpur and also at the Glasgow Empire Exhibition 1938 as a result of which some enquires were received.

120. In an effort to be in a position to meet fairly large orders desiring quick delivery Government has under consideration plans for the starting of a small factory intended to give regular employment to a few female employees in order that there may be a small stock of textiles on hand.

An important function of the scheme will be to ensure that dyes of an approved quality only are used and suitably mixed under official supervision before retail to the local weavers.

A start was made during the year in the export sarongs printed locally on imported cloth.

121. Metalware manufactured locally known as "tembaga puteh" also affords steady work to numerous craftsmen. Their factories are primitive and the equipment is inexpensive and as the process is not lengthy it enables the craftsmen to out-put a wide range of house-hold and kitchen utensils at a cheap price.

The declared value of metal-ware exported in 1938 was $77,779, as against $71,880 in the previous year, which can be regarded as satisfactory.

122. Malays themselves make fishing boats and large coasting boats of high quality. Their lines are well spoken of by European mariners.

123. This industry owes much to a mysterious Frenchman called according to the Malays "Brock". He is said to have come to Trengganu in 1837. If this date is correct he must have married late in life as he has two blue-eyed sons still alive though they are old men.

The sons are Mohammedans and count as Malays. It appears that although the sons describe themselves as "sons of Che Abdullah". Brock did not actually embrace Islam. His wife was a Chinese woman who survived him by some years. Besides his skill as a designer of boats he was according to repute a skilful jeweller.

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VII.—COMMERCE.

124. The population of Trengganu comprises in addition to the preponderant local Malays, considerable numbers also of Chinese and Indians. Rice is the staple food of all these races and naturally rice takes first place amongst imported goods, its value being 24% of the imports. Local production of rice in the State meets roughly half of the total requirements and the bulk of the rice imports are from Siam.

Of the export trade iron-ore is the principal item and accounts for 46% of the total value of the trade.

The iron-ore is mined by two Japanese Companies and all the iron-ore exported is shipped to Japan.

Next in importance is Rubber which represented 22% of the total export trade value followed by dried fish (7%) and Tin-ore (5%).

The Rubber and Tin-ore figures reflected sharp decline due to the lower prices ruling for these commodities and to the cut in their permissible exports under their inter-national regulation scheme.

It is satisfactory to observe an increase in the dried fish export trade over the preceding year because fishing is the most important local industry and affords the greatest amount of employment to the local Malays.

125. The aggregate value of trade for the year was $15,992,741, which compares with the figure of $18,122,904 for the year 1937.

Appendix E shows comparative figures of imports, exports and re-exports separately for the preceding four years.

126. The balance of trade for the year was favourable to the extent of $3,711,187. Excepting rice imported direct from Siam and Iron-ore exported direct to Japan, the bulk of the trade of the State is with Singapore and is classed as "local trade" for Malayan statistical purposes. Therefore it is not possible to state the percentage value of either import or export trade with Empire countries and foreign countries separately nor figures relating to the principal supplying countries and countries of destination.

Appendix F is a statement of total imports from all countries during the last 2 years in respect of the most important commodities.

It records that the volumes and values of the principal imports were well maintained.

Appendix G is a comparative statement of exports (local productions) during the year and preceding year.

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The decreased export of iron-ore by quantity was caused by the Chinese labour forces on the two Japanese-owned iron mines quitting work on March for political reasons and in consequence work was disorganised for some time until labourers of other nationalities were engaged in their place.

The reasons for the declines in regard to rubber and tin have already been referred to.

As regards the other items values of exports were generally increased and helped to off-set the down-ward trend in ruling prices.

127. Appendices H & I show comparative figures of imports and exports of Coin and Bullion respectively during the year and the preceding two years.

Appendix J shows the values of imports and exports from the year 1910 to 1938.

CUSTOMS.

128. Total revenue collected during the year amounted to $1,577,112 which represents a decrease of 9% on the previous year.

In a State such as this where the tariff is a comprehensive one the Customs Revenue varies in sympathy with the trend of trade in general.

Import Duties account for over 63% of the total Customs Revenue and the decrease was only some $12,000. (1.23%).

129. The gradual extension of the road system offering greater attraction and convenience to land-settlers together with the natural increase of population combine to keep import revenue at a fairly steady level.

As regards exports decreases in duties collected in order of consequence were rubber, tin-ore and iron-ore. Duty on rubber and tin-ore is on an ad valorem basis and hence revenue suffered by reason of the lower prices obtaining and lower permissible export quotas in force.

130. Duty on iron-ore yielded 22.78% of the total Customs Revenue for the year and is far and away the most prolific single item of revenue. Duty on it is also on an ad valorem basis. During the year an expert made a special study on the spot as to the exploitation of the iron-ore mines in the State including the proper price for assessment of royalty and his report is being awaited.

Export of iron-ore is always suspended during the North-East monsoon season (November—February) because of the adverse weather conditions.

131. The Yield of export duty on dried fish improved some-what during the year.

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EXCISE.

132. Excise revenue is made up of duty on intoxicating liquor manufactured locally and from Toddy tenders and licences. There is only one liquor distillery in the State i.e. a samsu (Chinese spirit) distillery at Kemaman.

Yield of Excise Revenue for the year totalled $23,931 which compares with $27,021 in 1937.

Out-put of liquor from the samsu distillery was less mainly due to many Chinese samsu-drinkers leaving the State particularly Chinese labourers employed on the iron-ore mines.

133. Toddy is consumed by the Indian labourers, the largest shop being at Dungun where many Indian labourers are now employed on the iron-ore mine.

Jabor Valley Estate and Kretay Estate also employ a Tamil labour force and these Estates have their own licensed Toddy-shops.

Altogether there were 4 Public Shops and 2 Estate Shops retailing Toddy throughout the year.

CHANDU (OPIUM).

134. Trengganu Government obtains it's supply of Chandu from the Straits Settlements Government and retailed the Chandu to registered smokers at $13. per tahil, the uniform price for several years past.

Altogether there were 14 Government Shops and 2 licensed retail shops open throughout the year. One Government Shop and 1 licensed retail shop were closed during the year.

135. On 31st December, 1938 there were 1,028 smokers on the official register as against 958 the previous year.

Net profit on the sale of Chandu realised $164,297 as against $249,159 for the year 1937.

Reasons for the substantial decline in revenue were (1) numerous Chinese registered smokers employed as labourers on two Japanese-owned iron-ore mines in the State downed tools for political reasons and left the State and (2) during the year individual rationing of registered smokers was carried out.

Previously any registered smoker could buy up to two chees; now his ration is determined by his individual need.

The average purchase for registered smoker during the year was 5 hoons per day.

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VIII.—LABOUR.

136. Trengganu generally is a country of small holdings and all important places of private employment are in the South. The Assistant Adviser, Kemaman is Dupty Controller of Labour for South Trengganu which comprises the districts of Kemaman, Kemasik, and Dungun. He has executive powers under the Labour Code.

137. The Controller of Labour, Johore, visited the State in August on behalf of the Controller of Labour, Malaya and inspected most of the larger places of employment. He subsequently furnished comprehensive reports and recommendations most of which were adopted and enforced by the end of the year.

138. The Assistant Adviser, Kemaman is a seconded officer of the Malayan Civil Service.

139. *Recruitment.* The greater number of South Indian labourers employed in South Trengganu have been locally recruited from other parts of Malaya.

Indian Population. The total number of Indian labourers employed for the last 5 years are roughly as follows; these figures are incomplete especially for the earlier years:—

1934	543	
1935	931	
1936	1,428	
1937	2,023	
1938	2,966	(2,790 men & 176 women)

140. *Labour Census.* The census of privately employed labour on 31/12/38 was as follows:—

EMPLOYER.	INDIAN			CHINESE			MALAY			TOTALS
	Labourers		Dependants	Labourers		Dependants	Labourers		Dependants	
	M.	F.		M.	F.		M.	F.		
Nippon Mining Co. Mine	2,236	—	43	483	1	24	539	4	118	3,448
Ishihara Sangyo Koshi Mine	166	—	11	279	—	28	294	—	298	1,075
Kerteh Estate ..	178	100	89	255	9	57	174	48	67	977
Bandi Mine ..	17	—	—	300	68	54	82	—	58	579
Jabor Estate ..	192	76	126	137	23	—	—	—	—	554
Hin Leong Sawmill ..	1	—	—	174	—	20	33	—	5	232
Kajang Mine ..	—	—	—	38	—	16	32	—	14	100
Sungei Damar Mine ..	—	—	—	57	14	—	16	—	—	87
Ulu Patiris Mine ..	—	—	—	70	1	—	4	—	—	75
Mining Certificate (L. C. Boon) ..	—	—	—	40	—	17	11	—	9	77
Sungei Ayam Mine ..	—	—	—	28	—	3	7	—	6	44
Chenderong Mine ..	—	—	—	37	—	—	6	—	—	43
Total ..	2,790	176	269	1,896	105	219	1,198	52	575	7,292

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The corresponding totals for 1937 were:—

Indian.			Chinese.			Malay,			
Labourers		Dependants	Labourers		Dependants	Labourers		Dependants	Total
M.	F.		M.	F.		M.	F.		
1,675	345	270	4,364	92	424	1,396	32	280	8,878

Labour employed by the Public Works Department and by the Town Boards is mostly Malay.

141. *Saving.*—There is no co-operative society and no post office savings bank in the State. Facilities are given by the two large estates to labourers to deposit savings with the Managers but little use is made of these.

142. *Settlement.*—No land settlement scheme for Indians has been initiated.

Vegetable gardens are cultivated on the large estates and in most cases are well kept.

143. *Inspection.*—The Deputy Controller visited the larger places of employment not less than once in three months throughout the year: other places were visited when his other duties took him to the locality or when occasion demanded.

The Medical Officer Trengganu who also acts as Health Officer visited the districts twice during the year and inspected the larger estates and mines.

144. *Complaints.*—Complaints of non-payment of wages, wrongful dismissal and engagement of labourers under false pretences were made on 17 occasions and were investigated the majority being settled out of Court by the Deputy Controller. Eight employers were sued for wages by the Deputy Controller on behalf of labourers.

145. *Offences.*—One prosecution for disregard of an order under section 124 of the Labour Code was carried out and a conviction obtained.

146. On 5/12/1938 there was a strike of 8 Malay Town Board coolies in Chukai: this was preceded by no complaint or notice: the strikers complaint on investigation was of having to begin work at 6 a.m. in the wet and chilly monsoon months: the strikers returned to work at 11 a.m. on the same day.

Trengganu's good fortune in getting through 1937 without labour trouble was reversed in 1938 the first quarter of which was marked by 3 disturbances of some potential importance.

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The Nippon Mining Company which exports iron ore from Bukit Besi in Dungun to Japan employed at the beginning of the year 2,300 Chinese coolies out of a total labour force of 3,500. It became apparent early in January that partly as the results of propaganda from a Singapore organisation the Chinese were rapidly hardening in a determination to cease work on the mine. This walk off took place between 20th February, 1938 and 6th March, 1938. Fortunately through the good sense of all concerned no untoward incidents occurred. Most of the coolies went to Singapore.

As soon as the Chinese left, the Company which had been recruiting on the West Coast for some weeks began to bring in Indian and Malay labour and by May had a force of 2,963 men composed as follows:—

Chinese	S. Indian	N. Indian	Malay	Japanese	Others.
4	1,218	1,007	582	124	28

The Japanese were mostly ex-fishermen from Singapore who had been thrown out of employment owing to the boycott by the Chinese: they were employed as loading coolies in the lighters which are used to transport ore from shore to ship: this is extremely hard and unpopular work and Indians and Malays had been found unable to do it. In September the Company's labour force had risen to 3,597. It is interesting to note that this included 249 Chinese: these were some of the men who had walked off in February: they had been unable to find work and the Singapore Chinese Relief Fund had been unable to afford them relief after the first few months. Chinese continued to be taken on in increasing numbers and there were over 500 at the end of the year.

The increase of Indians, many of whom were of an unsettled type and many of whom had been brought to Trengganu by the false promise of unscrupulous Indian recruiters (made without the authority of the mine-management) resulted for the first few months in a spate of complaints. Most of the complainants were returned to their place of recruitment at the Company's expense and by the end of the year the labour force at Bukit Besi appeared to have settled down.

147. During the 1938 loading season the Nippon Mining Company exported 806,480 tons of ore a considerable achievement by a management which had lost the whole of its mining force and which had had to begin afresh with largely untrained men. A gratifying result of the change over of labour was a decrease of accidents the figures for this Company being:—

	Non-fatal.	Fatal.	Total.
1937	91	6	97
1938	70	2	72

This may be attributed in part to the stricter control by the Mines Department of mining operations but it is likely that the chief reason is

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the passive resistance of the Indian and Malay labourer to any attempt to get him to work at high pressure.

148. The leading Chinese miner in the State Mr. Lui Ah Hon was murdered in January and there was some trouble before arrangements were made to pay his coolies.

149. On 25th February, 1938 an affray took place on Kerteh estate between Hailams and Tamils the latter being drunk. Seven of the combatants were taken to hospital. Later the Hailams who had suffered most in the slightly indiscriminate arresting which took place after the fight, struck and some of them attempted a demonstration at Kemasik Police Station, which resulted in the arrest and later binding over of the ringleaders. The affair then died down.

150. *Housing.*—Nine orders under Section 124 of the Labour Code were issued to employers. These related to improvement of housing, sanitation, water supplies and medical attention.

151. On the two large estates piped water supplies were installed and as the result of the completion of a number of approved lines, both normal and cottage type, housing may be said to be generally adequate. Other amenities such as creches, shops and new schools were also provided.

152. The Japanese iron mines which employed between them approximately 4,300 men were handicapped in their building programmes by the Chinese boycott which made it difficult for them to purchase timber and to recruit carpenters. However, a number of new buildings were erected and by the end of the year they were in sight of achieving adequate permanent housing for their labour forces.

153. Conditions on other places of employment in South Trengganu vary from bad to good: in general they were fair and action was taken to induce improvement of the worse examples.

154. *Education.*—Estate schools for Tamil children were maintained on both large estates. In the other places of employment there are insufficient children to warrant schools being opened.

155. *Workmen's Compensation.*—The Deputy Controller was appointed Commissioner of Workmen's Compensation for the State in May 1938. Eighty two accidents were reported, 7 having been fatal. A sum of $2,415.65 was paid in compensation. Employers are generally ready to meet their obligations. Fatal accidents are followed up by the Commissioner, proceedings in the case of the others being left to the initiative of the workman concerned.

156. *Legislation.*—A new Labour Code (Enactment 60/1356) came into force on 3rd January, 1938. It is virtually a copy of the Kelantan Code and does not differ radically from that of the Federated Malay States. There is no legislative provision for old age pensions.

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Administration.—Mr. W. Cole, M.C.S. acted as Deputy Controller throughout the year, by virtue of his post as Assistant Adviser, Kemaman.

IX.—WAGES AND COST OF LIVING.

157. Standard daily wages for South Indians on estates were reduced to $0.48 for men and $0.38 for women from $0.53 and $0.43 in 1937.

Rates of pay on other places of employment were as follows:—

	Malay	Chinese	Indian
Skilled	$0.75—$1.50	$0.60—$1.77	$0.70—$1.32
Unskilled	$0.50—$1.08	$0.60—$1.60	$0.48—$0.82

Rice was supplied to the labourers on the two large estates at 27 and 19 cents a gantang. This is satisfactory. The high cost of transport and customs duties on certain foodstuffs make living expensive in Trengganu but this is offset by the higher wages paid.

158. For Europeans and those Asiatics who are accustomed to imported articles of food and clothing, Trengganu is somewhat expensive but the cost of living is relatively low for poorer Asiatics.

159. Except during the monsoon fish is plentiful. Beef and goat meat is procurable locally at reasonable prices. The State is far from self-supporting as regards rice, the average price of which was 25½ cents per gantang against 25 cents in 1937.

X.—EDUCATION.

160. Education is still in its infancy in Trengganu. The Education Department which started in 1920 is at present under the charge of the State Treasurer. The arrangement whereby one officer is head of two Departments was one of the many economy measures which Government was forced to take during the slump.

In October a European Officer seconded from the Federated Malay States was appointed Headmaster of the Sultan Sulaiman English School and Chief Inspector of Schools. There are two Inspectors of Malay Schools.

An Education Committee, first formed in 1920, acts as an advisory board to the Department. The Commissioner of Lands & Mines has been an ex-officio member of this board since 1935.

Malay Schools are administered as in the Straits Settlements and Federated Malay States by the Inspectors of Schools and Group Teachers.

161. *Vernacular Education.*—There is still a considerable shortage of Malay Vernacular Schools. The total number of Malay children of

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school age in the State is estimated at about 20,000, equally divided between the sexes. Roughly 12% of this total actually attended the 26 boys' school and the two girls' schools in the State. The boys schools in Kuala Trengganu itself are badly overcrowded.

The curriculum followed was the same as that used in similar schools in the Federated Malay States. Handwork was not as widely practised as it should have been, partly owing to lack of funds, and partly owing to lack of initiative on the part of teachers.

The ratio of trained to untrained teachers becomes more satisfactory each year and now is 29/43. A quota of seven are sent to and received from the Sultan Idris Training College each year.

During the year a woman teacher, trained at the Malay Women's Training Centre Malacca, took up her duties at the new Malay Girls School Kuala Trengganu.

All vernacular education was free. There is a school attendance enactment which directs Muhammedan parents with male children of school age to take their children to a Malay School within a radius of 2 miles. It is not necessary to enforce the Enactment since schools are overcrowded.

162. *English Education.*—There are two English Schools in the State: the Sultan Sulaiman English School is a Government School and the Crown Grammar School is privately owned and managed.

In September the Sultan Sulaiman English School moved to a new building on an excellent site. Its average enrolment during the year was 117.8 and its average attendance 112.2. The staff of three was augmented by the appointment of the European Headmaster in October and another locally engaged teacher in December. This school should be the States' reservoir for those of its employees who must speak and write English, but the standard reached has not been sufficiently high, and the State has in the past either sent selected pupils to the Federated Malay States (notably to King Edward VII School Taiping and to Malay College Kuala Kangsar) for training, or engaged foreigners in its service.

Education in the Sultan Sulaiman English School was free, although the State Council passed a resolution allowing fees to be charged during the year. The Crown Grammar School charged fees.

163. There are nine Chinese Vernacular Schools in the State, the most important of which is the Wei Sin School, Kuala Trengganu. This school includes the teaching of English in its curriculum.

164. The only two Tamil Schools are on Jabor Valley Estate in the South.

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165. *Religious Instruction.*—Religious instruction is given in Malay Schools in the afternoons by religious teachers. There are, too, schools which are properly religious schools, the most notable of which is the Arabic School Kuala Trengganu. The average enrolment of this school, which was opened in its present premises in 1934, was 99 and its average attendance was 86. There is a staff of 4 teachers.

There still survives religious instruction known locally as "mengaji pondok". Pupils live in small huts surrounding a central school-room where a teacher daily imparts religious instruction. The best known of these is that of Haji Abas in Besut—it is well known even outside Trengganu.

XI.—COMMUNICATIONS AND TRANSPORT.

Sea.

166. The four main ports of the State are at Dungun, Kuala Besut, Kuala Kemaman and Kuala Trengganu.

The first two-named are open anchorages only. Dungun is the busiest on account of the numerous ships which anchor there in order to load iron-ore from the Japanese-owned mine there for transport to Japan.

167. Total gross tonnage entered and cleared during the year was 797,074 tons which compares with 963,233 tons in 1937. Fewer iron-ore ships arrived this year. Communication with Singapore is maintained by three coasting steamers belonging to the Straits Steamship Company and one steamer belonging to the Hong Ho line. These vessels carry the greater part of the State's trade as there is no railway in the State.

168. It might be mentioned (though they occurred in January 1939) that the North East Monsoon floods were heavier than for six years past and resulted in alteration of the course of the channel at Kuala Trengganu.

169. Motor boats and sailing vessels were active as usual during the year conveying passengers and cargo along the coast and cargoes of rice from Siam.

Travel by passenger motor-boats is the cheapest form of travel and most of the important towns and villages are situated advantageously on the sea-coast for the motor-boats. These boats do not however sail during the North East monsoon (roughly December and January).

Roads.

170. The State possesses about 218 miles of roads upkept by the Public Works Department and about 150 miles of subsidiary roads upkept by the Land Offices or in a few cases farmed out. These subsidiary roads,

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which almost entirely run along the hard sandy dunes near the coast have mostly been made for small sums natural advantages being utilised.

Further information on the subject of roads will be found in Chapter XII dealing with Public Works.

Posts and Telegraphs.

171. There are 6 Post Offices and 8 Postal Agencies in the State. There are 4 small telephone exchanges and 89 telephone subscribers. The telegraph line is used for telephone communications from Kuala Trengganu to Besut (63 miles) Dungun and Kemaman.

Most of the usual postal services, except Savings Bank, were available and revenue rose from $51,500 to $52,100. The cost of the Department was $67,900. The revenue has been rising steadily for the last five years and if free services to other Government Departments were added the true earnings of the Department would be 34% more.

172. The overland mail-service to Krai in Kelantan which was instituted in 1937 was improved by the purchase of two mail vans.

Mails to Kemaman from Singapore continued to be carried by sea.

173. For the internal mail much use is made of the old motor cars which ply along the coastal tracks. Over some points mails is carried by police patrols. Considering the difficulties, the internal mail is very fairly efficient.

174. An improvement was made during the year by the opening of a wireless station at Kuala Trengganu. Telegrams are now sent by it direct to Singapore, thus releasing the land line to a greater extent for internal telephone communications.

175. The telephone system is not very satisfactory but some improvements were made during the year.

176. Periodic visits by a Posts and Telegraphs Engineer were arranged and are, of course, of great value.

177. The Department issued 35 licences for radio-receiving sets.

178. The expenditure of the Department exceeded the revenue by about $15,000.

The expenditure was increased owing to the fact that upkeep of telegraphs and telephone previously done by the Public Works Department was taken over by the Department.

179. In comparing revenue and expenditure it must be borne in mind that no charges are made for Government telephones and internal telegrams nor do Government letters require stamping.

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180. The total amount of mail handled during the year amounted to 1,053,360 articles, an increase of 26% over last year. The number of registered articles increased slightly and the number of parcels was about the same as last year.

181. The value of money orders issued was $775,609 a slight decrease on the 1937 figure of $816,950 but the drop in the figures of money orders paid was remarkable, the figure being $251,765 against $902,703 though it might be mentioned that the 1936 figure was only $154,584. No doubt increased use was made of the facilities afforded by the Bank by persons having bank accounts in other parts of Malaya.

182. The number of telegrams handled during the year showed an increase of 7,359 over 1937.

XII.—PUBLIC WORKS.

183. Out of a provision of $594,831 the sum of $486,100 was expended which actually exceeded the 1937 expenditure by $1,500. Staff difficulties accounted for most of the amount unspent.

184. Revenue collected by the Public Works Department amounted to $8,811 against $5,608 in 1937.

185. Buildings to a total value of $1,397,044 were maintained at a cost of $25,671. Thirty two new buildings were completed and additions made to 8 existing buildings. New buildings included 2 new schools (beside 5 more which were nearly completed at the end of the year) a mental observation ward at Kuala Trengganu hospital, quarters for Police Officers at Kuala Trengganu and a market at Kuala Brang.

186. The total length of roads upkept by the Public Works Department was 218 miles 9¼ chains compared with 175 miles 10 chains in 1937. Of this total 191 miles 9¼ chains were metalled or gravelled.

187. Construction was continued on the Bukit Ajil-Jerangau road which runs from the Kuala Trengganu—Kuala Brang road to the Bukit Besi mine and will eventually form part of the trunk road to Pahang and a branch of which will join Kuala Trengganu and Dungun. The part of the road which is made is not yet open to traffic.

There was considerable erosion due to heavy rain.

Elephants were also a source of trouble in certain sections, rolling on the new earth-work having evidently provided them with a new form of amusement.

Although the road is not yet open to the public except by special pass considerable agricultural development has already resulted from its construction and good timber is being worked in its vicinity.

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188. Surveys of proposed new road traces were completed on the following sections:—

(a) Batu Rakit—Merang.
(b) Pelantoh—Kubu.
(c) Ayer Puteh—Cheneh.

189. Some investigations were carried out with a view to a future water supply for Kuala Trengganu Town but no satisfactory results have yet been obtained.

There is good well water practically throughout the State.

190. The 32 volt electricity set at Kuala Trengganu hospital was replaced by a 110 volt installation. The old set will be used at Dungun hospital. There is no public electricity supply though there are small generating sets at the Residency and the Istana Maziah.

A new navigation light was erected on Pulau Kapas bringing the total number of lights on the Trengganu coast line to 5.

191. A road traffic census was taken during the year. A comparison with the previous census taken in 1935 is given in the table below from which it will be observed that there has been an average increase of 50%.

Traffic Intensity Trengganu.

Road	1935		1938		Bicycles
	Vehicles per day	Tons per day	Vehicles per day	Tons per day	
Trengganu Town ..	167	265	288	491	611
K. Trengganu—Kelantan (B. Yong)	33	67	44	105	14
Jerteh—Kuala Besut	73	135	145	290	246
K. Trengganu—K. Brang ..	61	86	89	189	494
Kemaman—Ayer Puteh ..	62	103	72	156	250
Dungun—Paka ..	—	—	62	81	432

192. A new wireless station was erected during the year.

193. The workshops were fully employed on repairs to motor lorries, rollers and motor launches.

A considerable amount of building material was supplied by the carpenters shops to contractors and some half dozen timber buildings were entirely constructed by the departmental staff of carpenters, the reason for this being that contractors were unwilling to enter into contracts a month or so before the break of the North East monsoon.

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194. Work on the Jalan Dato reclamation in Kuala Trengganu town continued. This work will be a most valuable asset to the town when completed.

XIII.—JUSTICE AND POLICE.

Crime.

195. The total number of reports made to the Police was 6,117 as compared with an average of 5,997 for the preceding four years. Of these, 945 were seizable offences compared with 1,470 in 1937, 1476 in 1936, 1,539 in 1935 and 1,781 in 1934. Arrests were made in 503 cases as compared with 590 in 1937, 585 in 1936, 590 in 1935 and 515 in 1934. Convictions were obtained in 416 cases as compared with 408 in 1937, 337 in 1936, 339 in 1935 and 320 in 1934.

196. The following statement of the more serious offences committed affords a standard of comparison with previous years:—

	1938	1937	1936	1935	1934
Murders & Homicides	7	3	12	9	7
Gang Robberies ..	—	—	—	1	2
Robberies ..	3	5	15	17	11
House-breaking and theft ..	124	158	201	191	309
Theft of over $100 ..	9	19	17	19	13
Other Thefts ..	399	461	505	580	808
Voluntarily Causing Grievous Hurt ..	65	34	27	24	13
Counterfeit Coins ..	—	4	—	2	6
Counterfeit Notes ..	4	—	—	—	—
Rape ..	1	3	—	4	1
Mischief by fire ..	4	14	5	15	11

197. A total of 3,383 reports of non-seizable offences were received of which 1,973 were taken before the Magistrate and 1,410 referred to a Magistrate. The following tables gives a comparison for the last five years:—

Year	No. taken before Magistrate by police	No. referred to Magistrate	Total
1934	583	1,666	2,249
1935	636	1,569	2,205
1936	847	1,652	2,499
1937	1,863	1,544	3,407
1938	1,973	1,410	3,383

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198. In 1,789 reports it was discovered after enquiry that no offence was disclosed. This compares with 1,316 in 1937; 1,267 in 1936; 1,207 in 1935; and 1,138 in 1934.

199. Eight persons were banished during the year.

200. Public gaming continued to call for a lot of attention and the following table shows action taken during the last five years:—

Year	No. of arrests, gaming in public	No. of arrests gaming in Common Gaming House	No. of arrests of occupiers of Common Gaming House	Total arrests	Total fines
1934 ..	85	89	18	192	1,069.00
1935 ..	215	61	8	284	810.00
1936 ..	85	82	19	186	1,490.60
1937 ..	88	223	35	346	3,869.50
1938 ..	227	138	25	390	1,391.00

201. A total of 84 deaths were investigated by the Police. A classification of the causes of death and comparison with previous years is as follows:—

	1938	1937	1936	1935	1934
1. Death by sentence of law ..	—	—	—	—	1
2. All deaths resulting from offences ..	7	3	12	9	5
3. Justifiable Homicide	—	—	—	—	2
4. Suicides	3	3	—	2	1
5. Misadventure	56	65	55	49	52
6. Found dead	—	4	—	1	—
7. Natural causes	18	9	4	—	1
Total .	84	84	71	61	62

202. Seven deaths were caused by tigers and one death was the result of a snake bite. A tiger at Kemasek killed 5 persons but is believed to have been shot.

POLICE.

203. The approved strength of the Force on 1/1/38 was 402 all ranks. The actual strength was 375. The approved strength of the Force on 31/12/38 was 402 all ranks. The actual strength was 374.

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The actual strength on 31/12/38 was made up as follows:—

	Approved Strength	Actual Strength
Commissioner of Police (British) ..	1	1
Malay Officers	12	12
N.C.Os. and Constables	341	306
Recruits	20	29
Detectives	10	10
Armourer	1	1
Interpreters	4	4
Clerks	2	1
Gardeners	4	4
Buglers	6	5
Peons	1	1
	402	374

204. There was no shortage of applicants for recruitment but the average standard of applicants both physical and educationally is still low but is steadily improving.

205. No disciplinary offences were recorded against officers during the year. Two officers were boarded out as medically unfit.

206. 618 disciplinary offences were recorded against members of the rank and file. The ratio of offences to strength shows 1.65 offences per man compared with 1.8 in 1937, 2.2 in 1936, 2.4 in 1935 and .6 in 1934. There was a steady improvement in discipline during the year and towards the end of the year very few offences of a serious nature were recorded. Twenty members were dismissed for disciplinary offences.

207. Health continued to be fair. The incidence of venereal disease has declined since ablution rooms were installed in the Depot and all District Headquarter-stations. Compulsorily monthly examinations are held.

The total number of cases treated was 1,787. This figure represents an average of 4.77 treatments per man on the average strength during the year.

208. There is still a certain amount of malingering but there is a

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distinct improvement which is shown by the increase in the proportion of hospital admissions in the following table:—

	Hospital Admissions	Out-patients	Total
1938	234	1,253	1,787
1937	106	1,748	1,954
1936	147	2,224	2,371
1935	147	1,966	2,113
1934	95	772	867

209. In a number of station areas the men are treated by dressers. In such places there are no hospitals.

210. Revenue collected amounted to $44,618 compared with $39,574 in 1937, $31,956.23 in 1936, $27,421.75 in 1935 and $28,081.58 in 1934.

211. The following table shows the number of arms registered and re-registered and affords comparison with previous years:—

Arms	1938	1937	1936	1935	1934
Rifles, Carbines etc.	61	59	51	69	72
Single & Double Barelled Shot Guns ..	791	825	654	710	655
Revolvers & pistols	55	50	45	48	65
Muzzle-loading guns	169	369	186	342	374
Air Guns	16	16	17	17	4
	1,092	1,319	953	1,186	1,170

212. Explosives imported into the State under licence amounted to the following:—

	1938	1937	1936	1935	1934
Gelignite (plugs) ..	595,410	731,400	772,679	951,100	1,075,250
Detonators (rounds)	339,265	551,100	585,320	711,400	334,800
Fuse (coils) ..	85,542	39,098	32,950	24,331	77,957
Gunpowder (lbs) ..	264	231	117½	12	250
Percussion Caps ..	5,715	9,225	5,500	4,750	1,100
Cartridges, sporting (rds.) ..	45,375	41,425	35,605	26,820	25,967
Cartridges, Rifle, ball (rds.) ..	11,000	1,000	10,700	300	1,900
Cartridges, Revolvers & Pistols (rds.) ..	1,400	1,200	6,850	990	1,025
Dynamite (cases) ..	336	2	200	—	—

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213. The registration of motor vehicles, both public and private, is done by the Police.

The following figures give the number of motor vehicles licensed on 31/12/38 with a comparative table for previous years:—

	1938	1937	1936	1935	1934
Motor cars, private	199	233	169	135	109
Motor cars, hire	155	161	137	113	93
Motor cycles	45	44	41	34	29
Lorries	63	45	42	33	25
Passenger buses	24	17	13	1	1
Steam-rollers	15	15	15	12	11

Of these 34 lorries, 1 motor car and 15 steam-rollers are the property of Government. In addition 25 of the private cars received concession of free licences. The apparent reduction in the number of private and hire cars is due to the fact that hitherto all vehicles on the register have been included in the returns while this year only those actually licensed are included. So the figures for former years doubtless include some derelict vehicles.

214. The following table shows the number of drivers' licences issued, cancelled and remaining in force at the end of the year:—

New licences	143
Cancelled	1
Remaining	961

215. 23 tigers, 7 elephants and one crocodile were recorded as destroyed during the year. Elephants did a considerable amount of damage to agriculture.

216. There was a total of 42 outbreaks of fire reported involving a stated loss of $6,827.65 compared with previous years as shown in the following table:—

Year	No. of outbreaks	Stated value of property destroyed
1938	42	$6,827.65
1937	62	15,812.96
1936	40	5,405.95
1935	57	3,173.88
1934	60	19,311.14

There are no fire fighting appliances in the State except at Kuala Trengganu where a Dennis Tracter Pump was installed in December.

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217. There were no reports of missing persons.

218. There were no reported cases of rabies during the year.

219. The following are the figures of dogs licensed and destroyed:—

Year	Licensed			Destroyed		
	Dogs	Bitches	Total	Dogs	Bitches	Total
1938	1023	312	1335	579	324	903
1937	615	145	760	594	407	1001
1936	367	92	459	330	233	563
1935	201	41	242	141	51	192
1934	167	40	207	79	35	114

The increase in the number of licences is due to increased activity on the part of the Police.

It is remarkable that many packs of "wild" dogs (i.e. domesticated dogs run wild) exist in the State. They haunt chiefly the sandy dunes near the shore. It is surprising that these dogs usually appear to be in excellent condition. Probably they live largely on the odds and ends of fish which are to be commonly found where nets are drawn. The Malays say that they also eat the "wind-crabs" which are common on the sandy beaches, though they do not appear very nourishing. No doubt, they also pick up a young pig or peacock occasionally. Fortunately it appears that they have not learned to dig for the turtles eggs. The Police are trying to thin them out.

220. The registration of births and deaths was performed throughout the State by the Police with the assistance of Penghulus.

221. A Weights and Measures Branch was inaugurated during the latter half of the year and performed very useful work.

222. An estimated total of $517,131.28 in State Revenue and Treasure was conveyed by Police escort during the year without incident.

223. Police patrols continued to carry mail along the coast during the north-east monsoon.

224. The total estimated expenditure of the Force was $175,174. The actual expenditure was $163,749.

225. The Commissioner of Police, in addition to his other duties, officiated as Registrar of Societies, Protector of Chinese, Immigration Officer, Superintendent of Prisons and Public Prosecutor.

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COURTS.

226. The Courts Enactment at present provides for the following Courts for the administration of civil and criminal law:—

(1) The Appeal Court, consisting of the British Adviser and two persons of the rank of Minister or State Officers of high rank as may be appointed by His Highness the Sultan.

(2) The High Court which has three branches and consists of a Malay Judge and a European at Kuala Trengganu and of Joint Courts of the State Commissioner and Assistant Adviser sitting together at Kemaman and Besut and of the District Officer, Dungun and Assistant Adviser Kemaman sitting together at Dungun.

(3) Courts of Magistrates of the first class and the second class.

(4) Courts of Kathis (Mohammedan Judges) in matters affecting marriage, divorce etc.

(5) Courts of Penghulus.

227. The Land Court is provided for under the Settlement Enactment and consists of the Commissioner of Lands sitting jointly with the Judge in Kuala Trengganu and with the State Commissioners Kemaman and Besut respectively. This Court in its appellate jurisdiction hears appeals from decisions of Collectors of Land Revenue in disputes, about land (other than land held under the Land Enactment 1344) and in its original jurisdiction hears cases which are outside the jurisdiction of Collectors. Appeals from this Court lie to the Appeal Court.

228. The Appeal Court sat on 37 occasions and heard 12 criminal and 36 civil appeals from the High Court and 10 appeals from the Land Court.

229. The High Court in its original jurisdiction heard 46 criminal cases 23 civil suits and 35 probate suits. It registered 58 criminal appeals and 63 civil appeals.

230. The following is a return of cases in the Magistrate's Courts:—

	Criminal	Civil
Kuala Trengganu	1,326	197
Kemaman	280	54
Kemasek	200	27
Dungun & Paka	616	95
Marang	157	8
Ulu Trengganu	107	6
Batu Rakit	78	17
Besut and Setiu	530	117

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PRISONS.

231. Trengganu has one State Prison situated at Kuala Trengganu. It is a combined convict and local prison. Mentally defective persons under observation by the Medical Officer and vagrants are now accommodated in special wards at the Hospital, Kuala Trengganu, which were built during the year.

Police lock-ups, in a number of Districts, are used as prisons for short sentence prisoners but as road communications improve this system is being gradually abolished.

The staff consisted of the Superintendent, 1 Assistant Superintendent, 31 warders, 2 wardresses, 2 clerks and 1 peon. The Commissioner of Police is Superintendent.

232. The following comparative tables show the daily average number of persons in the State Prison during the years, 1936, 1937 and 1938:—

Criminals			Safe custody			Lunatics			Totals		
1936	1937	1938	1936	1937	1938	1936	1937	1938	1936	1937	1938
70	78.25	63.85	8.7	6.36	4.10	12.8	15.61	4.42	91.5	100.22	72.37

233. The persons committed to custody during the year were classified as follows:—

Year	Criminals	Safe Custody	Vagrants	Lunatics	Total
1938 ..	182	18	1	31	232
1937 ..	199	30	—	79	308

Criminals were sentenced as follows:—

		1938	1937
(1)	Ten days or less	28	30
(2)	Over 10 days and up to 1 month ..	44	47
(3)	Over 1 month and up to 3 months ..	49	57
(4)	Over 3 months and up to 6 months ..	44	48
(5)	Over 6 months and up to 1 year ..	10	6
(6)	Over 1 year	7	11
(7)	For life	—	—
	Total	182	199

234. There were also 195 persons sentenced to short sentences in police lock-ups in 1938.

235. There were no escapes or attempts to escape during the year.

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No executions took place during the year.

Discipline both among the staff and the prisoners was generally good.

A vegetable garden was started during the year from which revenue amounting to $67 was obtained. Cutting firewood and basket work remained the principal work performed but a certain amount of rotan and other furniture was made. The total profit on all work amounted to $342. Prisoners also performed extra-mural labour such as clearing and draining Government land and assisting the local Town Board.

Prisoners detained in Police lock-ups cleaned Government compounds and assisted the local Town Board.

XIV.—LEGISLATION.

236. There was no substantive Legal Adviser in the State from January until the beginning of September, the duties of the appointment being carried out during that period by the British Adviser.

Thirteen Enactments were passed during the year, the most important of which were:—

(1) Courts (Amendment) Enactment (No. 6 of 1357) which re-constituted the Supreme Court and made provision for a European member (at present the Legal Adviser) to sit jointly with the Malay Chief Judge;

(2) The Land Enactment (No. 3 of 1357) which re-enacted previous land legislation brought up to date to deal with the development of the State.

(3) The other Enactments were:—

The Deleterious Drugs Enactment (No. 62 of 1356)
The Motor Vehicles Enactment (No. 63 of 1356)
The Prevention of Cruelty to Animals Enactment (No. 64 of 1356)
The Settlement Enactment (No. 65 of 1356)
The Banishment (Amendment) Enactment (No. 66 of 1356)
The Waters Enactment (No. 2 of 1357)
The Interpretation (Amendment) Enactment (No. 4 of 1357)
The Rubber Regulation (Amendment) Enactment (No. 5 of 1357)
The Probate and Administration (Amendment) Enactment (No. 7 of 1357)
The Marine (Amendment) Enactment (No. 8 of 1357)
The Pleaders and Petition Writers (Amendment) Enactment (No. 9 of 1357)

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237. The Revised Edition of the Laws Enactment (No. 10 of 1357) was still under consideration at the end of the year but has since been passed and the compilation of a revised edition of the laws, which was begun towards the end of the year, is now proceeding under the general supervision of the Legal Adviser.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

238. The Mercantile Bank of India, Ltd. which opened a Branch in Kuala Trengganu in 1936 is the only Bank in the State.

239. The Currency, weights and measures in Trengganu are those of the Colony of the Straits Settlements. The dollar is fixed at 2s. 4d. The principal measures are:—

1 Chupak	1 quart.
1 gantang	1 gallon.
(a gantang of padi weighs 5 lbs. a gantang of rice 8 lbs).	
1 naleh	16 gantangs.
1 kuncha	10 naleh or 160 gantangs.
1 kati (16 tahils)	1⅓ lbs.
1 pikul (100 katis)	133⅓ lbs.
1 koyan (40 pikuls)	5,333⅓ lbs.
1 bahara	400 lbs.
1 hoon	.0133 oz.
1 tahil	1⅓ oz.

XVI.—PUBLIC FINANCE AND TAXATION.

240. Revenue is derived from the following sources of taxation:—

(i) Customs—At present the revenue from the Customs Department contributes rather more than 3/4 of the total revenue and is produced (a) from import duties (b) export duties and (c) chandu (opium).

(a) Import duties are collected on a wide variety of articles and preference is given to articles of British manufacture of origin in the case of all classes of goods subject to the Ottawa Agreement. Generally speaking the tariff is not dissimilar from that of the Federated Malay States or other Malay States but it embraces a slightly wider field and there is an important duty on rice.

(b) Export duties are collected on rubber and certain other agricultural products at 5% ad valorem. The export duty on iron-ore, tin-ore, and other metalliferous ores is 10%. There is also a duty on fish and livestock exported.

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(c) Chandu is bought from the Government of the Straits Settlements and is retailed at the rate of 26 cents a tube of two hoon. The revenue from this source represents the balance of profit on sales.

(ii) Land—The annual rent on alienated land varies from 40 cents per acre in the case of wet padi land to $1 per acre for other agricultural land. The rent on mining land is $1 per acre and on land inside villages or towns from $2 to $4 per acre (or $2 for 2,000 square feet). Rents in Trengganu are generally lower than in other Malayan administrations but much of the country being still unsurveyed and not yet settled, the revenue from this source is increasing and is likely to show further increases as accurate survey and settlement proceeds.

(iii) Forests—It produces $93,475 as against $93,710 in 1937. It is likely to produce considerably more in future years. Royalties follow generally those in force in the Federated Malay States.

(iv) Municipal—House assessment at the rate of 10% and 5% of the annual valuation based on rentals.

(v) Marine—(harbour dues, registration of boats)—POLICE (licensing of motor vehicles and fees for sundry licences) Court fees and fines, POSTS AND TELEGRAPH, stamp duties of various kinds.

241. There is no Income Tax, poll tax or hut tax.

242. The total revenue collected was $2,427,004. The following comparative table shows the actual receipts in round figures for the past three years under some of the important heads of revenue:—

	1936	1937	1938
Customs	$1,546,000	$1,734,000	$1,577,000
Lands	249,000	228,000	193,000
Forests	58,000	94,000	93,000
Municipal	53,000	55,000	63,000
Posts & Telegraphs	46,000	52,000	52,000
Land Sales	44,000	25,000	17,000

The duty on iron-ore from the Japanese mines produced $378,082. However this amount was less than that of 1937 the decrease being due to the labour difficulties mentioned in Chapter VIII.

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EXPENDITURE.

243. The expenditure for the year amounted to $2,360,447 and the excess of revenue over expenditure therefore amounted to $66,557. The expenditure in 1937 was $2,646,686.

244. The following is a statement of expenditure under the main heads for the last three years:—

	1936	1937	1938
	$	$	$
Pensions	153,088	167,123	177,601
H.H. the Sultan	95,731	116,888	100,692
Loan Payments to S.S. ..	233,146	619,404	240,668
Personal Emoluments ..	755,333	829,341	893,591
Other Charges A.R.	203,549	248,519	297,010
Other Charges Spec. Exp. ..	10,940	50,755	44,670
Miscellaneous	84,249	196,323	207,957
Public Works A.R.	116,680	124,063	139,168
Public Works Special Services ..	259,015	293,270	259,090
	1,911,731	2,645,686	2,360,447

245. The cost of education has risen from $59,500 to $78,000. This figure certainly will be exceeded in the present year and subsequent increases are inevitable.

The Medical Department spent $115,250 as compared with $112,500 in the previous year and the medical services are now much more adequate than they were.

A sum of $78,500 was expended on surveys against $56,000 in 1937. This is an expenditure which is directly revenue producing and it will probably become necessary to spend larger sums annually to expedite the settlement of the country.

The annually recurrent expenditure on upkeep of roads and works was $139,945.67 against $124,063.00 in 1937.

The sum of $250,267 was spent on Special Services by the Public Works Department.

FINANCIAL POSITION.

246. *General.*—The general financial position of Trengganu has improved very greatly in the last 3 or 4 years. In 1932 the State was unable even to pay interest on its loans from the Straits Settlements, extensive retrenchment was in force, all officers were subject to cuts in salary and all

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increments of salary were stopped. To-day not only have all cuts and increments been restored but it is now possible to make regular payments of interest and principal to the Straits Settlements, to embark on a modest public works programme, and to provide for some at least of the many services which are so badly required. A reserve Fund has also been established. Further figures are to be found in Appendix A. B. and C.

247. *Investments and Reserve Fund.*—The Reserve Fund now accumulated consists of the following:—

Straits Settlements 3% loan 1936 ..	$400,000
F.M.S. 3% loan 1936	131,400
Cash Reserve with the Mercantile Bank ..	300,000
	$831,400

By an arrangement with the Mercantile Bank of India, the State has agreed to maintain for a period of at least 3 years from 1936 with the new Bank a minimum cash balance of at least $300,000. This bears interest at 1%. The arrangement will cease in April 1st, 1939.

248. *Public Debt.*—At the end of 1938 the indebtedness of the State amounted to $2,860,000. This respresents the balance due on a series of loans made by the Straits Settlements for development purposes, between the years 1923 and 1932, the greater part of the money lent having been spent on the construction of the State's only land outlet, the road into Kelantan, and on the resumption of Concessions granted by Sultan Zainalabidin in the days prior to British protection.

The following is a statement showing total lent and repaid:—

Principal sum lent	$3,634,000.00
Unpaid interest at 4½%	567,894.99
Added to principal	4,201,894.99
Repayments of principal made to 31/12/38 ..	1,341,894.99
Total principal still due	2,860,000.00

It should be remarked that the amount shown as repayments of principal includes the sum of $37,714.52 which was credited as such a payment in 1938 by the Straits Settlements Government, this sum representing the amount which had been paid as interest on interest in the period 1934—1937 inclusive.

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249. In addition to capital repayments $1,015,529.37 has been paid on account of interest of which $100,668.20 was paid in 1938. The rate of interest was reduced to 3¾% in 1935. This was further reduced to 3½% as from 1/1/38. Details of interest already paid are as follows:—

at	5%	$ 78,894.86
„	4½%	504,041.29
„	3¾%	331,925.02
„	3½%	100,668.20

XVII.—MISCELLANEOUS.

250. *Area administered.*—The area of the State of Trengganu is estimated at 5,050 square miles, of which approximately 399 square miles have been alienated under the Land Enactment or are claimed under the Settlement Enactment. Lands alienated or claimed under the Settlement Enactment are distributed in the various districts as follows:—

Kuala Trengganu	161,731	acres
Ulu Trengganu	17,591	„
Kemasek	10,955	„
Kemaman	21,838	„
Besut and Setiu	36,374	„
Dungun	6,460	„
Total	254,949	acres

These figures should be taken as rough estimates only as a large proportion of the lands claimed have not yet been surveyed.

251. *Historical.*—Prior to A.H. 1331 (A.D. 1912) there were ten districts each with its own Raja who was the virtual owner of the land. In that year a central Government was established and in theory all land not lawfully alienated or occupied became State land. Unfortunately this did not mean that land would henceforth be alienated solely in the interests of the State as, up to A.H. 1337 (A.D. 1919) when a British Adviser was appointed to the State, many large and valuable concessions were granted whose main object was the enrichment of members of the Ruling House. The most important of these concessions have now been re-acquired but there still remain one or two unredeemed.

252. The first land legislation, which was of a very simple nature, was passed in A.H. 1336 (A.D. 1918). It enacted that permits had to be obtained from the Land Department (then in its infancy) for the occupation and planting of State land. The holders of these permits were promised some form of declaration of title, if, after three years, they had succeeded

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in bringing at least half the area applied for under cultivation. A number of such permits were issued, but there is no record of any titles ever having been granted in respect of them.

In A.H. 1341 (A.D. 1923) an officer of the Malayan Civil Service was appointed to be the first Commissioner of Lands, and in the same year a simple Registration of Deeds Enactment was passed, as the first step towards the conferring of security of tenure on occupiers of land throughout the State. Under this Enactment all transactions in land had to be reduced to writing and registration of the document was compulsory. The object was to prevent secret and fraudulent conveyances by making it possible for an intending purchaser to search the Register. The effect of registration was also to give priority to registered instruments according to the time of registration. No warranty of title was of course conferred, nor was it possible in the absence of any survey to identify the land at all accurately. The next step in the long road dealing to the establishment of a complete system of registration of title under the Torrens System as distinct from registration of deeds was the passing of a simple Land Enactment in A.H. 1344 (A.D. 1926) which provided inter alia for:—

(a) The future alienation of State land under permanent title (grant, lease or extract from the mukim register).

(b) The payment of quit rent on lands so alienated.

(c) The registration of all titles issued under the Enactment.

In the same year the Survey Department was established and a commencement was made with revenue surveys and with the Survey and Settlement of the occupied lands in one or two mukims in the vicinity of Kuala Trengganu town.

253. Having provided for the alienation of State land under the new Land Enactment, the Government then decided to tackle comprehensively the problem of the Settlement of all the already occupied lands throughout the State. A proclamation was accordingly issued dealing the Government's intention to issue documents of title free of premium in respect of all such lands effectively occupied and cultivated, but for which there had been no formal authority for occupation. The proclamation also provided for the carrying out of a census (banchi) of all claims to such lands throughout the State and made the payment of one year's rent a pre-requisite to the receipt and registration of claims. The census was begun on the 1st. Muharram 1346 (May 1927). The intention was to follow this census up with a rapid preliminary demarcation of all lands claimed and to issue provisional titles based on such demarcation. Final Survey and Settlement, on which the permanent indefeasible titles under the Land Enactment would be issued, was to follow

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by stages as fast as possible. The scheme aimed at putting all occupied lands on the rent rolls at one fell swoop and at providing the Land Office in the process with a rough "picture" of the country for alienation purposes. A Settlement Enactment was passed in due course to give legislative sanction to the settlement policy decided on. Considerable progress was made in the year 1927, 1928 and 1929, but unfortunately, owing in some measure to too frequent changes in the appointment of Commissioner, much of the initial drive and momentum of the campaign had been lost by 1930, and when towards the beginning of 1931 the slump began to make itself felt the work had compulsorily to be slowed down, and later, as the slump intensified had to be shut down completely. When in 1935 recovery permitted of a restart being made it was wisely decided not to attempt to pick up the threads of the general preliminary settlement which had been left almost completely in the air when staffs were dismissed, but to press on instead with the final survey and settlement on which the permanent titles could issue. A start was made in two mukims in 1936 and the work was expanded in 1937. In 1938 further expansion on a semi-permanent basis has taken place. A European Settlement Collector assumed duty on January 29th and an additional European Officer was transferred to the Survey Department in February. Subordinate staffs were also increased and six new settlement officers appointed. It is estimated that it will take 12—15 years to complete survey and settlement of all 'customary' and alienated lands and approved applications in the State.

254. *Legislation.*—The new Settlement Enactment No. 65/56 came into force on the 1st Muharram 1357 (A.D. 2/3/38). The chief difference made by the new Enactment is that a provisional title is no longer issued and the Land Office on completion of settlement proceeds to issue indefeasible titles as soon as certain formalities designed to give opportunities for objections to the settlement to be made, have been complied with.

A new Land Enactment No. 3/57, considerably more ambitious in its scope than that of 1344, was passed in 1938 and comes into force on January 1st 1939. The most important change introduced by the new Enactment is the safeguarding of Malays from loss of their land by the provision of Mukim Register titles which cannot be transferred or charged to others than Malays.

Another important change is that henceforth the distribution of small estates is to be done by the Collectors and not by the Courts. The failure of large sections of the population to get the estates of deceased person distributed according to the law has been one of the principal weaknesses of Trengganu land administration in the past. It is hoped that the new system for dealing with small estates will enable this weakness to be eliminated.

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255. *Settlement.*—5,337 lots were finally settled under the Settlement Enactment in 1938 as compared with 3,710 in 1937 an increase of 44 per cent. In addition 288 lots were settled under the Land Enactment. Work under the Settlement Enactment was concentrated mainly in Kuala Trengganu District, only 326 lots being settled in other districts. The number of lots surveyed but not settled at the end of the year was 2,201 as against 3,602 at the end of 1937. There was thus distinct reversal of the disquieting tendency noticed since 1934 for the number of unsettled lots to grow steadily. The settlement of Kuala Trengganu town proper, which had been going on since 1934, was completed with the exception of a score of lots the ownership of which was still in dispute.

Expenditure incurred on settlement under the Settlement Enactment was $22,466 and the average cost per lot settled was $4.21. This figure is exclusive of the Survey Department's costs. A large proportion of the settlement officers were completely untrained or only partly trained at the beginning of the year and it should therefore be possible to reduce appreciably the cost per lot in 1939 and subsequent years.

No permanent titles were issued under the Settlement Enactment in 1938 as the time limit for making new claims does not expire until the 1st Muharram 1358 (20th February 1939); 203 certificates of title under Settlement Enactment 4/51 were registered, most of them being for land in the township of Kuala Trengganu.

One of the main obstacles to rapid progress in settlement is the unusual litigiousness of the Trengganese who, if they can raise the necessary fees, will rarely admit defeat until they have carried their case to the highest court of appeal. Another difficulty is the grants made by Sultans prior to 1337, frequently over land already cultivated by peasants. The settlement of these "chop" areas often entails long and laborious enquiries. Five such "chop" areas were under investigation in 1938 and the settlement of these was practically completed.

256. *Alienation.*—The land application registers which had been closed from 1st Muharram 1356 were reopened on 1st Muharram 1357 (March 1938). The number of applications received was not as great as had been expected. No applications were received for areas of more than 100 acres. In all 678 applications covering an area of 1,626 acres were approved. Many applications received and approved were in Besut District where there is a considerable immigration from the crowded Kelantan plain.

257. *Issue of Titles.*—45 grants and 8 leases under the Land Enactment were registered and 1 lease was cancelled.

258. *Revenue.*—Revenue amounted to $210,475 as against $253,046 in 1937. The fall was mainly due to the drop in rent collections. Rent

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on Agricultural and town lands amounted to $142,518 as against $178,362 in 1937. Economic conditions in the State were worse than in 1937 and this was partly responsible for the decrease. Another reason was the great decrease in the amount of arrears which can be collected in some of the districts i.e. the easier arrears have been collected.

259. *Registration.*—There was an increase in the total number of transactions registered in all the land offices of the State from 3,061 in 1937 to 3,231 in 1938. The steady annual increase in the number of transactions registered is proof that the advantages of a registration of title system are more and more appreciated. There is no doubt, however, that there are still large numbers of unregistered dealings.

SURVEYS.

260. The survey of 6,810 lots during the year is an increase of 1,657 lots on the 1937 figure.

As in the previous year, the policy has been to concentrate on Settlement Enactment holdings i. e. old claims as opposed to new alienations.

The staff was increased during the year by the addition of one Seconded European Officer and fourteen technical assistants.

261. The total cost of the Department was $80,824.85 and revenue $12,959.36 and fees earned $34,026.91. The Land Offices collect the fees after survey of old claims and naturally there is delay and sometimes fees prove irrecoverable.

Special surveys made during the year include the following:—

262. An hydrographic survey of the Kuala Trengganu Harbour, a trigonometrical fixation on Pulau Kapas, forty miles of control traversing, help in connection with H.M.S. "Herald's" hydrographic survey, topographical surveys in the neighbourhood of the Bukit Besi Iron Mines.

Six Settlement Officers were trained during the year.

The Department was visited by the Surveyor General in November.

Copies of a new map—scale 1 mile to an inch—of the Kemaman area were available towards the end of the year.

TOWN BOARDS.

263. The revenue from the Town Boards was:—

Year	Kuala Trengganu	Kemaman	Besut	Kemasek	Dungun
1937 ..	$26,162	$13,827	$3,269	$3,531	$5,960
1938 ..	32,376	13,214	3,491	3,526	8,452

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XVIII.—GENERAL.

264. His Highness the Sultan enjoyed good health throughout the year. His Birthday and anniversary of his installation were celebrated in August with due honour; there are only a few days between the two dates which were celebrated together. During the year he paid a visit to Bangkok.

265. On the occasion of his Birthday he bestowed titles of honour on Haji Wan Long (acting State Commissioner, Besut), Tengku Mahmud (Assistant Commissioner of Police) and Mr. Cheong Guan Chiang, a Kemaman miner and business man.

266. The Consul of Italy, Mr. Perego visited the State and was received by His Highness.

267. Sir Frank Stockdale, Agricultural Adviser to the Colonial Office paid a flying visit to Besut.

268. Sir Lewis Fermor visited the State to report on mining.

269. H.M.S. "Herald" visited the State and surveyed in the neighbourhood of Dungun.

270. The ceremony of investing Dato Jaya Perkasa (Che Da Omar bin Mahmud) with the insignia of the M.B.E. was carried out in the Istana Maziah at Kuala Trengganu on May 5th by the acting British Adviser deputising for His Excellency the High Commissioner.

271. In November Tengku Abdul Rashid, one of the sons of His Highness the Sultan, returned from England where he had been sent for study.

272. The Trengganu Boy Scouts Local Association functioned well during the year. His Highness the Sultan is the Patron, Tengku Seri Stia Raja (State Secretary) is the President and Capt. F. C. Stocks of the Mercantile Bank is the Treasurer.

Mr. E. H. S. Bretherton, Chief Inspector of Schools, took up the post of District Commissioner vice Capt. F. C. Stocks in November.

The total strength of scouts during the year was 600. There are now scouts in most of the Malay Schools. There is no doubt that scouts in Trengganu have created a good impression all round and increase keenness is being shown as they learn more of the meaning of scouting.

Scouts assisted at Public functions during the year.

Parties of Johore, Penang and Malacca scouts visited Kuala Trengganu in the course of the year as guests of the Trengganu Scouts.

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Unlike other countries the movement, at present, is not a self supporting one nor can any public support be expected for the time being. It entirely depends on the yearly Government grant.

273. The State suffered a great loss in April owing to the death of Dato Luar, the State Treasurer, from pulmonary tuberculosis. A most zealous officer, he remained at his post up to a few days from his death although desperately ill.

274. In January Mr. Lui Ah Hon of Kemaman, the leading Chinese tin-miner in the State was murdered.

His death was a serious blow to local mining and he personally was much missed by all local communities.

275. Mr. N. R. Jarrett, the British Adviser, was absent on leave throughout the year and the writer acted for him.

A. E. COOPE,

Ag. British Adviser, Trengganu.

Trengganu, 13th March, 1939.

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APPENDIX A.

STATEMENT OF ASSETS AND LIABILITIES AS ON 31.12.38.

LIABILITIES.			ASSETS.		
DEPOSITS:—					
Kuala Trengganu Treasury ..	143,418 90		Cash in State Treasury	$25,999 22	
Kemaman Sub-Treasury	33,246 32		Cash in Mercantile Bank K. T. ..	648,542 65	
Kemasek	3,945 31				674,541 87
Dungun	22,262 28		Cash in Transit		12,145 96
Marang	2,395 82		LOAN FUNDS:—		
Ulu Trengganu	2,091 42		The F.M.S. 3% Loan	131,400 00	
Batu Rakit	178 20		The S.S. 3% Loan	400,000 00	
Besut	14,007 56				531,400 00
		221,545 81	The Trengganu Rubber Fund ..		2,002 85
Trengganu Rubber Fund		2,002 85	Advances to Government Depts. ..		44,027 26
Excess of Assets over Liabilities ..		1,078,160 26	Suspense Account		3,800 59
			LOAN TO GOVT. OFFICERS:—		
			Tengku Peduka Raja	900 00	
			Yu Yuan	516 55	
			T. Maimunah bte S. Zainulabidin ..	1,600 00	
			Loans for purchase of houses & Lands	13,815 00	
			Loans for purchase of motor cars ..	16,958 84	
					33,790 39
		$1,301,708 92			$1,301,708 92

Straits Settlements Consolidated Loans 1923—1932	$2,860,000.00	Excess of Assets over Liabilities ..	$1,078,160.26
		Balance to the debit of the Govt. ..	1,781,839.74
	$2,860,000.00		$2,860,000.00

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APPENDIX B.

STATISTICAL RETURN OF REVENUE AND EXPENDITURE 1911 — 1938.

Year.			Actual Revenue.	Actual Expenditure.
A. H.	1330	1911	191,418	188,044
„	1331	1912	182,011	196,717
„	1332	1913	166,380	178,424
„	1333	1914	183,723	183,470
„	1334	1915	236,798	234,687
„	1335	1916	392,791	288,646
„	1336	1917	545,587	399,337
„	1337	1918	647,563	642,085
„	1338	1919	874,674	661,778
„	1339	1920	547,619	759,054
„	1340	1921	669,763	858,303
„	1341	1922	642,679	788,902
„	1342	1923	779,032	766,534
„	1343	1924	1,007,283	899,476
„	1344	1925	1,302,008	1,067,956
„	1345	1926	1,364,105	1,341,410
„	1346	1927	1,402,151	1,542,404
„	1347	1928	1,361,026	1,520,149
„	1348	1929	1,391,471	1,524,706
„	1349	1930	1,235,230	1,445,709
„	1350	1931 (part) 8 months only ..	676,338	845,556
A. D.		1932	986,901	1,095,584
„		1933	1,165,578	1,060,306
„		1934	1,699,319	1,405,157
„		1935	2,196,949	2,038,841
„		1936	2,431,520	1,911,731
„		1937	2,660,399	2,645,686
„		1938	2,427,004	2,360,447

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APPENDIX C.

REVENUE AND EXPENDITURE BY DEPARTMENTS FOR 1937 and 1938.

Department.	Revenue.		Expenditure.	
	1937	1938	1937	1938
	$	$	$	$
1. Pensions			167,123	177,601
2. H.H. the Sultan			116,888	100,692
3. Interest			619,404	240,668
4. Trengganu Civil Service				114,545
5. Mentri			24,935	10,255
6. British Adviser			30,693	22,347
7. State Secretary			31,285	1,758
8. Treasury			15,886	739
9. Audit			19,224	2,062
10. Clerical Services				153,357
11. Dept. of Religious Affairs			19,112	26,976
12. Education			59,513	69,025
13. Legal Adviser			14,996	4,710
14. Appeal Court			2,460	2,400
15. Supreme Court			14,296	797
16. Courts, Criminal & Civil	31,626	21,608	13,953	1,715
— Kathi			6,507	—
17. Police	39,574	44,618	146,551	163,816
18. Prison			22,553	22,905
19. Medical			112,516	115,228
20. Printing			5,215	5,144
21. Customs, Chandu & Marine	1,733,938			
— Chandu	284,332	1,813,787	106,601	98,707
— Marine	41,948			
22. Posts & Telegraphs	51,534	52,101	45,425	67,910
23. Commissioner of Lands & Mines	253,145	210,106	47,043	56,553
24. Collector of Land Revenue			40,568	12,477
25. Agriculture			—	8,730
26. Forest	93,710	93,475	27,874	27,044
27. Survey			55,896	78,293
28. Municipal	55,245	62,614	35,565	31,164
29. Miscellaneous	59,200	110,235	196,323	207,957
30. State Commissioner East			21,552	9,132
31. Asst. Adviser, Kemaman			24,340	17,056
32. D. O. Kemasek			9,631	3,396
33. D. O. Dungun			27,489	16,337
34. D. O. Marang			6,899	3,170
35. D. O. Ulu Trengganu			11,832	6,201
36. D. O. Batu Rakit			5,315	1,128
37. State Commissioner, West			19,114	6,265
38. Asst. Adviser, Besut			36,466	20,837
39. Public Works Dept.			67,311	53,920
40. P.W.D. Annually Recurrent			124,062	139,168
41. P.W.D. Special Services			293,270	259,090
42. Farms	16,147	18,460		
Total	$2,660,399	$2,427,004	$2,645,686	$2,360,447

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APPENDIX D.

PADI STATISTICS, 1938.

District.	WET.		DRY.		TOTAL.	
	Acres.	Gantangs.	Acres.	Gantangs.	Acres.	Gantangs.
Kuala Trengganu and Batu Rakit	20,400	4,427,000	2,710	194,000	23,110	4,621,000
Dungun and Paka	60	8,000	440	80,000	500	88,000
Ulu Trengganu	740	35,000	5,420	532,000	6,160	567,000
Marang	970	34,000	390	46,000	1,360	80,000
Kemaman	1,000	50,000	290	30,000	1,290	80,000
Kemasek	370	51,000	—	—	370	51,000
Besut	8,140	1,005,000	770	125,000	8,910	1,130,000
Setiu	630	99,000	210	43,000	840	142,000
Total ..	32,310	5,709,000	10,230	1,050,000	42,540	6,759,000

N.B.—The above figures all represent very rough estimates.

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APPENDIX E.

The total comparative value of all trade showing individual Imports, Exports, and Re-exports separately for the preceding four years as from 1935 to 1938:—

	1935	1936	1937	1938
	$	$	$	$
Imports	5,551,658	5,258,496	6,443,326	6,140,777
Exports	7,940,986	9,121,921	11,679,578	9,851,964
Total Trade	13,492,644	14,380,417	18,122,904	15,992,741
Less Re-exports	545,986	667,108	681,088	655,105
Total Retained Trade	12,946,652	13,713,309	17,441,816	15,337,636

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APPENDIX F.

Comparative statement of principal articles imported from all countries for the last two years:—

ARTICLES.	Unit.	1937		1938.	
		Quantity.	Value	Quantity.	Value
A. Animal, Food, Drink & Tobacco:—					
Rice	Piculs	407,928	1,507,449	409,068	1,477,284
Tinned Milk ..	Cases	17,819	132,996	18,768	150,154
Salt	Piculs	57,309	27,496	89,912	33,763
Sugar	do.	36,606	162,351	45,517	215,177
Liquors	Gallons	29,942	86,481	29,930	81,560
Tobacco, Cigarettes & Cigars	Lbs.	291,436	497,460	295,318	480,878
Other Articles ..	Value	—	565,306	—	584,755
Total Class "A." ..	Value	—	2,979,539	—	3,023,571
B. Raw Materials:—					
Petroleum	Gallons	1,041,200	392,091	984,908	370,159*
Other Articles ..	Value	—	171,331	—	202,926
Total Class "B." ..	Value	—	563,422	—	573,085
C. Manufactured Goods:—					
Cotton Piece Goods	Yards	1,070,819	191,331	1,227,326	213,047
Cotton Sarongs ..	do.	676,639	173,217	895,645	216,496
Cotton Threads ..	Lbs.	67,494	31,105	116,665	43,972
Silk Threads ..	do.	147,273	285,510	37,666	85,900
Silk Manufactures ..	Value	—	30,124	—	26,145
Machinery ..	do.	—	148,393	—	215,631
Motor Cars ..	Nos.	149	114,720	104	103,684
Other Vehicles (Locomotives) ..	Value	—	282,020	—	—
Other Articles ..	do.	—	1,521,256	—	1,486,271
Total Class "C." ..	Value.	—	2,777,676	—	2,391,146
D. Parcel Post:—					
Total Class "D." ..	Value.	—	95,738	—	103,685
E. Coin & Bullion:—					
Total Class "E." ..		—	26,951	—	49,290
Grand Total ..		—	6,443,326	—	6,140,777

*This decrease is due to the decrease in import of Liquid Fuel and Lubricating oil.

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APPENDIX G.

The following table shows under the main heads, the quantities and values of exports (local products) for 1937 and 1938:—

ARTICLES.	Unit.	Quantity 1938.	Quantity 1937.	Value 1937.	Value 1938.
Arecanuts	Piculs	17,208	13,494	118,977	84,541
Copra	do.	29,079	24,476	97,592	139,459
Gambier	do.	1,861	1,299	54,290	34,434
Rubber	do.	69,804	89,763	2,138,893	3,701,910
Total Agricultural Produce	Value	—	—	2,409,752	3,960,344
Timber	Tons	3,944	3,623	118,926	106,573
Rattans	Piculs	1,672	1,138	7,919	5,709
Other Forest Produce ..	Value	—	—	89,860	72,524
Total Forest Produce ..	Value	—	—	216,705	184,806
Tin-ore	Piculs	7,397	9,566	475,135	863,720
Iron-ore	Tons	905,316	991,119	4,526,580	4,495,245
Manganese	do.	23,054	23,126	184,432	171,328
Wolfram	Piculs	2,016	1,638	182,981	174,641
Total Minerals ..	Value	—	—	5,369,128	5,704,934
Dried Fish	Piculs	94,045	85,157	647,495	609,081
Belachan	„	13,283	4,420	110,442	31,319
Other Marine Produce	„	8,389	4,118	55,669	25,801
Total Marine Produce..				813,606	666,201
Cattle	Heads	212	591	18,157	21,405
Buffaloes	„	459	182	15,764	13,761
Poultry	„	226	642	177	355
Goats & Sheeps ..	„	3	18	7	100
Eggs Fresh & Salted and Turtle eggs ..	100	7,004	2,897	8,553	4,113
Total Animals ..	Value			42,658	39,734
Miscellaneous	do.			345,010	442,471
Total exclusive of re-exports	Value			9,196,859	10,998,490

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APPENDIX H.

The comparative detailed reports in respect of principal and more important imports of articles imported into the State from all countries for the last two years 1937 and 1938.

ARTICLES.	Value 1938. $	Value 1937. $
Wheat flour	85,204	85,803
Biscuits	33,633	35,884
Coffee raw & Tinned	34,784	40,947
Eggs fresh & salted	16,880	21,269
Fruit fresh	33,141	24,043
Tea (Black & Green)	22,018	13,126
Onion & Garlic	36,014	32,075
Other provisions	29,337	29,641
Coal	66,550	36,613
Planks	16,409	4,737
Coconut Oil	9,262	20,377
Kachang Oil	28,811	40,334
Crockery	13,002	19,710
Cements	30,904	40,760
Tiles	20,413	20,660
Iron Bar, Rod & Angles	8,416	19,372
Hollowware	19,251	21,315
Iron Galvanized	20,150	51,923
Steel Rail	55,474	71,082
Other Material not specified	19,148	54,327
Other Material of iron & steel	16,919	24,127
Batteries for Handflash lamps	16,995	18,969
Dredges and dredging material	*25,212	11,222
Machine & Machinery	25,180	30,100
Silk piece goods	23,102	27,101
Underwear Cotton goods	28,393	29,621
Opium	35,718	58,880
Proprietary Medicine	44,659	39,496
Lubricating Oil	53,087	73,216
Washing Soap	18,523	19,011
Wagon & Truck	184,655	104,348
Part & accessories	30,998	105,917
Bicycles	21,459	36,433
Motor Cars	103,684	114,720
Rubber Shoes	27,853	30,876
Dynamite & Other explosives	18,063	9,648
Book & Printed Matter	23,356	19,943
Cabinetware	16,163	17,558
Perfumery & Cosmetic	14,531	12,365
Umbrellas	11,692	10,336

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APPENDIX I.

The following table shows the imports and exports of coin and bullion respectively during the year and the preceding two years:—

	1936	1937	1938
	$	$	$
Imports	8,643	26,951	49,290
Exports	nil	2,000	nil
Total ..	8,643	28,951	49,290

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APPENDIX J.

COMPARATIVE RETURNS OF THE VALUES OF IMPORTS AND EXPORTS FROM 1910—1938.

Year.	Imports.	Exports.	Total Trade.
	$	$	$
1910	679,005	1,466,262	2,145,317
1911	706,737	1,811,420	2,518,157
1912	1,275,659	1,782,724	3,058,383
1913	1,217,692	1,976,691	3,194,383
1914	1,242,410	1,962,772	3,205,182
1915	1,266,654	1,989,372	3,256,026
1916	1,157,788	2,079,642	3,237,430
1917	1,187,917	2,306,804	3,494,721
1918	1,459,429	3,749,900	5,209,329
1919	1,911,014	3,816,670	5,727,684
1920	1,571,789	3,544,905	5,116,694
1921	803,234	2,022,587	2,825,821
1922	629,689	2,092,247	2,721,936
1923	798,083	2,747,605	3,545,688
1924	4,712,289	6,452,421	11,164,710
1925	4,556,366	8,072,696	12,629,062
1926	5,915,560	8,052,391	13,967,951
1927	6,064,748	8,244,479	14,309,227
1928	5,744,463	6,895,220	12,639,683
1929	5,528,194	7,269,240	12,797,434
1930	4,799,763	5,227,489	10,027,252
1931	3,028,906	3,689,970	6,718,876
1932	3,128,765	3,965,825	7,094,590
1933	2,693,951	4,570,747	7,264,698
1934	3,460,829	6,580,970	10,041,799
1935	5,551,658	7,940,986	13,492,644
1936	5,258,496	9,121,921	14,380,417
1937	6,443,326	11,679,578	18,122,904
1938	6,140,777	9,851,964	15,337,636

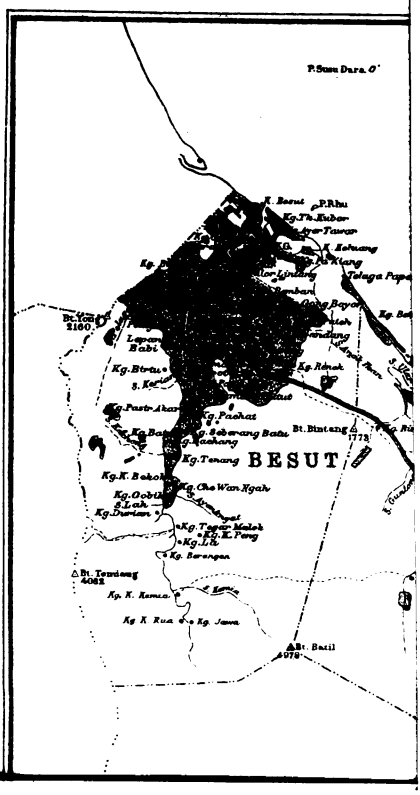
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APPENDIX K.

METEOROLOGICAL SUMMARY, 1938 KUALA TRENGGANU.

Month.	Rainfall.			Bright Sunshine.	Air Temperature.	
	Maximum for one day.	Number of rainfall days.	Total.	Total.	Range of maximum temperatures.	Range of minimum temperatures.
January	1.10	18	3.66	205.90	79—86	69—77
February	1.16	10	4.58	215.80	83—88	70—77
March	11.17	15	21.41	237.30	77—90	71—75
April	0.31	6	0.62	260.30	82—92	72—79
May	2.26	13	4.61	238.80	83—93	71—76
June	1.68	9	4.99	209.50	85—93	70—76
July	1.11	13	4.02	217.80	83—92	70—76
August	1.90	14	5.57	195.40	76—91	70—75
September	0.96	17	3.52	174.80	85—92	71—76
October	2.13	22	8.77	209.80	78—92	70—74
November	8.11	19	35.48	170.40	74—91	70—75
December	7.26	21	20.83	172.10	79—86	68—78

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MAURITIUS

REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF MAURITIUS FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The island of Mauritius is of volcanic origin. It is situated in the South Indian Ocean at about 1,400 miles from the east coast of Africa and lies between 19° 50′ and 20° 35′ S. latitude and between 57° 18′ and 57° 48′ E. longitude. The greatest length from north to south is nearly 39 miles and the widest breadth from east to west is 29 miles. The area of the island is about 716 square miles, exclusive of that of several small islets round the coast which measure about four square miles.

The dependencies comprise a large number of small islands between 230 and 1,200 miles away. The largest, Rodrigues, which lies 350 miles to the north-east of Mauritius, had a population estimated at 10,204 on 31st December, 1938. The estimated population of the lesser Dependencies on that date was 1,540.

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Mauritius is situated just within the tropics and enjoys a climate free from extremes of weather except that tropical cyclones at times cause considerable damage to crops, but rarely to buildings. For a great part of the year south-east trade winds, heavily laden with moisture, blow gently over the island tempering the tropical heat. The rain falls mostly in showers. Particularly in the summer months, December-March, the south-east winds are replaced by the light variable winds of the doldrums, which cause discomfort to Europeans, although the temperatures are not high, whereas in the winter months in the residential districts at altitudes of 1,300 to 1,800 feet the temperature may fall to 50° F. The yearly rainfall varies from 30 inches on parts of the coast to 150 inches in the upland regions.

The Mascarene Archipelago, to which Mauritius belongs, was probably known to Arab navigators at an early date and was no doubt visited later by the Malays who colonised Madagascar in the 15th and 16th centuries.

The Portuguese rediscovered it in 1507. They only used Mauritius as a port of call for repairs and supplies, and let loose pigs, goats, deer and monkeys. It seems probable that rats were introduced in this period as they were a serious pest to the succeeding Dutch colonists.

The Dutch took possession from 1598 and were employed chiefly in exploiting the ebony. They attempted to cultivate sugar-cane, but were frustrated by rats. Although they denuded the forests of ebony they later added to the economic resources of the island by introducing useful trees, plants, and cattle. Negroes were imported for labour, and, as escape into the forests was easy, bands of runaway slaves called maroons were formed. The combination of rats and this dangerous population of mixed, but mostly African, origin, uncontrolled by any tribal or political system, proved too much for the Dutch who abandoned the island in 1710.

The French annexed it in 1715, and by 1722 the population apart from maroons, amounted to 160 persons, soldiers, colonists, and slaves. Mahé de Labourdonnais was chosen to develop the Colony and arrived in 1735. In order to make the island self-supporting, he introduced manioc and maize from Brazil and promoted the extension of agriculture by introducing products from all parts of the tropical world. He especially encouraged the cultivation of sugar. He substituted animal draught for carriage by slaves, and to ensure an adequate supply of labour he brought slaves from Africa. From an encampment of straw huts he built up Fort Louis into a town of public buildings, private houses, stores, shops, and barracks. Labourdonnais laid the foundations of modern Mauritius.

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In 1755, large herds of cattle were brought in from Madagascar. Pierre Poivre, Intendant in 1767, established the cultivation of cloves and nutmegs.

In 1810, when Mauritius became British, the population had grown from 160 to about 80,000, of whom 65,000 were slaves. Sugar was then, as now, the principal product, and when in 1825 the duty of 10s. a hundredweight, levied on Mauritius sugar entering England (in order to protect the West Indian sugar), was remitted, cane plantations immediately developed to a large extent, fresh land was put under cultivation, roads were opened, and steam power was applied to mills. From 18,000,000 lbs. the output of sugar rose to 41,000,000 lbs. in 1827, and increased annually afterwards.

On the abolition of slavery, 68,613 slaves were freed, and the colonists received £2,112,632 in compensation.

In 1842, Indian immigration at the rate of 6,000 a year was approved, and this resulted in an entire change of the balance of the population.

After a terrible outbreak of malaria in 1866 the wealthier inhabitants of Port Louis moved to higher parts of the island. As a result the country towns expanded considerably and the roads were improved and extended. The railway, begun in 1859, became very popular. One of the most striking features of the progress made has been the social and economic development of the Indians who at the beginning of 1938 owned 38·6 per cent. of the whole area under sugar-cane. Besides becoming gardeners and taxi-drivers, many Indians have taken to raising cows, goats, fruits and vegetables, and the supply of these essential foodstuffs is almost entirely in the hands of Indians. The section of the population they have displaced centres more and more in the towns, forming the clerk and artizan class.

From 1902 to 1909 the island suffered from severe financial depression owing to the low price of sugar. Matters were aggravated in 1902 by an outbreak of surra which caused great havoc among the draught animals, and necessitated the introduction of mechanical transport.

A Royal Commission was appointed in 1909 to investigate the resources and administration of the island and reported in 1910.

About 1911 the destructive beetle Phytalus Smithi was discovered in the sugar-cane.

The great rise in the price of sugar which took place during and after the war brought prosperity, and both the Government and the general community were for a time far more prosperous than ever before.

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As a result a number of important schemes were inaugurated, including the amelioration of sanitary conditions, the improvement of the harbour, the extension and improvement of water supplies both for domestic purposes and for irrigation, the improvement of the railways, and the extension of education.

Unfortunately, however, from 1921 onwards the price of sugar fell, and the greatly lessened revenues of the Colony had to provide for the maintenance of many works undertaken in the better times. In 1929 the state of the sugar industry was so bad that Sir Francis Watts was appointed, at the Colony's request, to visit the island, and to report on the economic situation. The Home Government was, however, unable to approve his recommendation that a subsidy should be given to sugar to supplement the preference granted on sugar imported into the United Kingdom, though a loan was made to the planters from local funds. Despite this loan, however, and an earlier loan granted in 1929, the condition of the sugar industry at the end of 1930 was extremely serious.

The position became worse in 1931 owing to a cyclone which caused considerable damage to property and reduced the year's output of sugar by about 33 per cent. The Imperial Government guaranteed a loan of £750,000 for planters, house owners, and repairs to Government property, on condition that a Financial Commission should visit Mauritius with a view to devising measures to bring about a balanced budget. The Commission's report was published at the beginning of 1932 and immediate steps were taken to carry out measures of retrenchment and economy. The situation was again critical in 1934 owing to the effect of a severe drought on the sugar crop; but since then the Colony has had the benefit of substantial crops and the general situation and outlook would have considerably improved were it not for the low price of sugar.

II.—GOVERNMENT.

The Government of Mauritius is vested in a Governor with an Executive Council and a Council of Government. The Council of Government was first established in 1825. It consisted of the Governor and four officials. The next year the Constitution was amended and a Council including unofficial members was introduced. This constitution provided for a Council of Government composed of certain officers of the Crown and of an equal number of other persons to be taken from the chief landed population and principal merchants of the Colony; seven officials and seven unofficials were accordingly appointed.

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The Constitution was again amended in October, 1885. The Council of Government, under the revised Constitution, was composed of the Governor, eight *ex-officio* members, nine members nominated by the Governor and ten members elected by the population: of the latter, two represent the town of Port Louis, the capital of the island, and the remaining eight represent the rural districts. At least one-third of the nominated members were to be persons not holding any public office.

The Constitution was further amended in July, 1933, by fixing at two-thirds the proportion of the nominated members of the Council who are to be unofficials and, although no provision to that effect is made in the Letters Patent, the nominated unofficial members have been allowed a free vote on all occasions. The new Letters Patent, however, provide that the Governor shall have power to enact legislation considered by him to be essential in the interests of good government. Debates in the Council may be either in English or French.

The Constitution of the Executive Council which was then composed of the Governor and four *ex-officio* members was amended at the same time, and the former practice of appointing two unofficial members to the Council was revived.

The number of registered electors on 31st December, 1938, was 8,880. Every male person who is qualified as follows is entitled to be registered as a voter:—

(1) has attained the age of 21 years;

(2) is under no legal incapacity, and is in possession of his civil rights;

(3) is a British subject by birth or naturalisation;

(4) has resided in the Colony for three years at least previous to the date of registration, and possesses one of the following qualifications:—

(*a*) is the owner of an immoveable property of the annual value of Rs.300;

(*b*) is paying rent at the rate of at least Rs.25 a month;

(*c*) is the owner of moveable property within the Colony of the value of at least Rs.3,000;

(*d*) is the husband of a wife, or the eldest son of a widow, possessing any one of the above qualifications;

(*e*) is in receipt of a yearly salary of at least Rs.600 or of a monthly salary of a least Rs.50; and

(*f*) is paying licence duty to the amount of at least Rs.200 a year.

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The ordinary duration of the sessions of the Council of Government is eight months, from May to December, and meetings are held on alternate Tuesdays or oftener when necessary. The life of a Council is five years.

The town of Port Louis is administered by a Municipality, an institution which dates as far back as 1790. It was then called " Municipalité du Canton de Port Louis " and was instituted as were other local Municipalities, by the " Assemblée Coloniale ". These institutions are mentioned in the law of the constitution of the Ile de France promulgated by the " Assemblée Coloniale " on 21st April, 1791. Sixteen prominent men of the town acted as Councillors of the " Municipalité du Canton de Port Louis " and were denominated the " Conseil des Notables". The " Conseil des Notables " was dissolved in 1792. It was reconstituted at the end of the 18th century under the denomination of the " Conseil des Communes " and was abolished on 10th February, 1820.

The present Municipal Corporation dates from 1850, the first elections taking place at the Masonic Lodge " La Triple Esperance " from 21st to 23rd February in that year. On 24th August, 1925, the Municipal Corporation celebrated the 75th anniversary of its foundation.

The administration of the other principal townships of the Colony, viz., Curepipe, Beau Bassin and Rose Hill, and Quatre Bornes is vested in Boards of Commissioners appointed annually by the Governor. These Boards are empowered to take measures within the prescribed limits of the townships for the making, maintenance, etc., of roads, sewers, bridges, canals, and other works of public utility, for the prevention of fires, and for the proper paving and lighting of the town, etc.

In addition to the Township Boards, District Boards are appointed annually for each district. These latter Boards are now concerned only with the provision, maintenance and improvement of water supplies.

III.—POPULATION.

The population is divided for statistical purposes into: (1) The General population, i.e., Europeans and descendants of Europeans and people of African, Chinese and mixed origins; and (2) the Indian population, i.e., Indian immigrants and their descendants.

The estimated population of the island and its dependencies on the 31st December, 1938, was 415,462 showing an increase of 2,003, the rate of increase is 4·8 per 1,000.

The geographical distribution of the population is shown in the following table:—

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Districts.	Area in square miles.	Census population, 28th April, 1931.			Population on 31st December, 1938.		
		General population.	Indian population.	Total population.	General population.	Indian population.	Total population.
Port Louis	16½	29,832	24,603	54,435	31,836	24,740	56,576
Pamplemousses	69	6,847	30,000	36,847	6,521	28,627	35,148
Riviere du Rempart	57	5,518	25,274	30,792	6,054	26,874	32,928
Flacq	115	10,438	42,202	52,640	10,878	39,904	50,782
Grand Port	100½	12,484	36,135	48,619	13,131	35,027	48,158
Savanne	94½	6,645	24,456	31,101	7,043	24,266	31,309
Plaines Wilhems	78½	41,866	53,392	95,258	47,272	58,730	106,002
Moka	89	5,522	23,761	29,283	5,968	23,878	29,846
Black River	100	5,437	8,826	14,263	5,469	7,500	12,969
Total—Mauritius	720	124,589	268,649	393,238	134,172	269,546	403,718
Rodrigues	40	8,084	118	8,202	9,951	253	10,204
Minor Dependencies	47	1,354	103	1,457	1,454	86	1,540
Total—Dependencies	87	9,438	221	9,659	11,405	339	11,744
GRAND TOTAL—Mauritius and Dependencies	—	134,027	268,870	402,897	145,577	269,885	415,462

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The preponderance of males in the Indian population and that of females in the General population is shown in the next table:—

	Males.	*Females.*	*Total.*
Mauritius—General population	65,616	68,556	134,172
Indian ,, ...	138,908	130,638	269,546
Rodrigues—General ,, ...	4,815	5,136	9,951
Indian ,, ...	167	86	253
Minor Dependencies—General population ...	934	520	1,454
Indian ,, ...	71	15	86
Total	210,511	204,951	415,462

The following tables give the number of births, deaths and still-births registered in Mauritius during the last three years:—

Births.

	Number of births.			*Rate per 1,000 of population.*		
	1936.	*1937.*	*1938.*	*1936.*	*1937.*	*1938.*
General population ...	4,758	4,774	4,792	36·4	36·3	36·0
Indian ,, ...	9,109	9,323	8,628	34·1	34·7	32·1
Whole population ...	13,867	14,097	13,420	34·9	35·2	33·4

Deaths.

	Number of deaths.			*Rate per 1,000 of population.*		
	1936.	*1937.*	*1938.*	*1936.*	*1937.*	*1938.*
General population ...	3,039	3,505	3,546	23·3	26·6	26·6
Indian ,, ...	7,461	8,022	8,500	27·9	29·9	31·6
Whole population ...	10,500	11,527	12,046	26·4	28·8	29·9

Still Births.

	Number of still-births.			*Rate per 100 live-births.*		
	1936.	*1937.*	*1938.*	*1936.*	*1937.*	*1938.*
General population ...	300	296	279	6·3	6·2	5·8
Indian ,, ...	1,021	1,009	967	11·2	10·8	11·2
Whole population ...	1,321	1,305	1,246	9·5	9·3	9·3

The number of deaths of infants under one year was 2,181. The infantile mortality rate was 162.5 per thousand live-births registered during the year as compared with 154.5 and 142.3 for 1937 and 1936 respectively.

The marriages during the year numbered 2,113 as compared with 1,951 in 1937. The marriage rate or number of persons married to every thousand of the entire population was 10.5 against 9.8 in 1937.

The arrivals exceeded the departures by 158.

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IV.—HEALTH.

The present constitution of the Medical and Health Department dates back to 1895 when under Ordinance No. 32 of 1894-95 the powers vested in the General Board of Health were transferred to the Director, Medical and Health Department.

The headquarters staff of the Department consists of the Director, the Deputy Director and the clerical and accounting staffs of the correspondence, financial and storekeeping branches.

The administrative unit of Government is the district, which is the political unit as well. Every district, with the exception of Black River is provided with a Government hospital for the reception and treatment of the sick poor. Patients from the Black River District are treated in the Victoria Hospital, Quatre Bornes, or the Civil Hospital, Port Louis. There are also situated in each district a number of dispensaries at which ambulant patients may receive free consultations and treatment. These dispensaries are visited on set days by the Government Medical Officer and, together with the District Hospitals, form the means of providing throughout the Colony medical relief to the sick poor.

The Medical and Sanitary Administration of each of the rural districts is entrusted to a Government Medical Officer who is in charge of the district hospital and dispensaries and is also the Health Officer for the district. To assist him he is provided with a number of subordinate officers, dressers and sanitary officers and the staff necessary for the care of the patients in the district hospital. In addition to his general medical and sanitary duties he has also statutory duties to carry out on behalf of the Police and Labour Departments.

The Government hospitals of the Colony are divided into two groups:—

(i) General hospitals, namely:—Civil, Victoria and Moka, totalling 637 beds, which are fully equipped for X-ray and major operative work; and

(ii) district hospitals where only medical and midwifery cases are admitted and where minor surgery is carried out to a certain extent.

Patients who apply to the latter hospitals and require special treatment, surgical or other, are conveyed to the nearest general hospital by motor ambulance. A mental hospital and a leper hospital are also administered by the Department.

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In addition to the Government hospitals there are, in the rural districts 39 estate hospitals maintained by owners of estates under the provisions of the Labour Ordinance. These hospitals, though staffed privately, are visited from time to time by officers of the Medical and Health and Labour Departments.

The diseases responsible for major epidemics, e.g., cholera, plague, smallpox or yellow fever, have not occurred in the Colony during the year. With the exception of malaria, persons in the Colony suffer from much the same diseases as do the inhabitants of temperate climates though the Colony is fortunate in not experiencing outbreaks of acute anterior poliomyelitis, cerebro-spinal meningitis, scarlet fever or diphtheria. The first three of these are extremely rare—the last seldom shows dangerous features.

Tetanus (lockjaw) would account for an appreciable number of deaths were it not the routine practice to submit to preventive inoculation for this disease every patient suffering from wounds of the type known to be liable to this infection.

The principal diseases affecting the general health of the population are malaria and hookworm disease.

Malaria.—The means adopted by the Government for the control of malaria differ according to the region of the Colony. In the central plateau the main measure is the prevention of mosquito breeding. This is done by the institution of drainage and by a system of inspection of private premises for the detection and abatement of mosquito nuisances. The free issue of quinine and related preparations of cinchona is also widely made.

In the rural districts anti-mosquito works are uneconomic and reliance is placed principally upon making available to all sufferers from the disease appropriate remedies. These are obtainable free of charge at all Government hospitals and dispensaries, and police stations. A number of private retailers keep those drugs in their shops for sale or gift to their customers. School children may have prophylactic totaquina administered to them during the hot season, when malaria is common. By this means the debilitating effects of this condition are mitigated without at the same time destroying the personal immunity to the infection which is the ultimate protection of the rural dweller.

Hookworm Disease.—Suitable preventive action has been taken by the Government in so far as this can be done. In other words, owners of dwellings have been required to provide their property with latrines, the intelligent and consistent use of which would eradicate the disease from every member of the household. But there is evidence that the habitual use of latrines is by no means as widely practiced by the people as

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would ensure a marked improvement in the general situation. The infection is still practically universal in rural districts and is being maintained because the majority of the inhabitants in those areas persist in easing themselves on the surface of the ground. This causes the ground so used to be heavily infected with young hookworms which make their way through the soles of the feet of persons passing over the contaminated surface and develop into adult hookworms in due course. In order to mitigate the effects of this, mass treatments for hookworm infection are administered free to all persons willing to undergo them and during 1938 112,697 treatments were so given.

During the cool season inflammation of the kidneys and pneumonia are responsible for a fair proportion of the annual deaths. Occasional outbreaks of influenza occur during this season. One which occurred during the year under review was responsible for an appreciably greater number of deaths than have been ascribed to this disease for some years past.

V.—HOUSING.

The housing of the wage-earning population of the Colony may be considered in three categories: (*a*) housing on estates, (*b*) housing in rural areas not estates, and (*c*) housing in towns.

Estate labourers are, for the most part, adequately housed. They are accommodated in lines, or rows of huts, constructed either of stone or of wattle and daub, with roofs more commonly of thatch, but frequently of corrugated iron. Adequate provision is made for the ventilation and lighting of these quarters, but ventilation and lighting appear generally to be disliked by the occupants. At night, every accessible crevice is carefully closed, though the presence of ridge ventilation in many cases assures reasonable change of air in spite of the efforts of the occupants to exclude fresh air from their sleeping apartments. When the dwelling is thatched the problem of assuring adequate ventilation is difficult. The lines must be kept clear of weeds, and all houses are required to have a clear space of at least 10 feet round them. Each camp has adequate latrine accommodation and a supply of wholesome water is laid on, though in many cases the labourers prefer to use the polluted water of streams or nearby irrigation channels for their domestic purposes. As a general rule, the lines are not lit at night. Lighting is scarcely necessary as the occupants retire shortly after sunset.

The housing in rural areas other than estates is fairly satisfactory. The Indian labourer can himself with the aid of his friends construct a satisfactory hut. He generally owns the piece of land on which he builds his hut and what is not occupied by the hut is planted with sugar cane or other agricultural produce,

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while room is also found for a primitive byre or a shelter for goats. The amenities of life are few, and a locality settled by a number of such persons bristles with sanitary problems arising out of poverty. Fortunately, most of them are now on a pipe-line, so that their water supply gives little cause for anxiety, though they may have to carry their water several hundred yards from the nearest public fountain.

In the towns and townships conditions vary. There are areas of overcrowding with its consequent insanitary conditions. Too many persons live in one room, though the climate is such as to obviate many of the evils attendant upon this practice.

VI.—NATURAL RESOURCES.

The total area of the Colony is 460,800 acres, of which some 180,000 acres, or 39 per cent. of the total area, is under cultivation and 81,000 acres approximately under forest. The area at present cultivated could, with proper irrigation, be increased by roughly 4 to 5 per cent.

The industries of the Colony are almost entirely agricultural and sugar forms 98 per cent. of its exports. Other industries comprise tobacco, fibre, pineapple, tea, coconut and, as by-product of the sugar industry, alcohol. Details regarding the various industries are reviewed below.

Sugar Industry.

The year was not a particularly favourable one for cane growth, and the total tonnage reaped was 5 per cent. below last year's. On the other hand, the sucrose content was very high and more than offset the deficit in cane. The Colony's production of sugar for 1938 was 321,372 metric tons, the highest on record. The distribution, by districts, and comparison with previous years is as follows:—

Sugar production in thousand metric tons.

Districts.	*1938.*	*1937.*	*1936.*	*1935.*	*1934.*	*1933.*	*1932.*
Pamplemousses and Riviere du Rempart	76·60	82·65	63·97	69·97	30·13	57·77	62·73
Flacq	50·09	48·16	49·98	44·15	30·87	41·31	35·97
Moka	42·08	37·72	43·42	35·76	29·30	40·08	34·12
Plaines Wilhems ...	24·30	22·49	21·89	20·62	11·54	18·22	17·05
Black River ...	13·36	13·81	12·85	11·28	5·99	8·88	9·06
Grand Port ...	59·45	57·23	56·10	53·38	38·37	50·66	46·66
Savanne	55·49	51·76	52·13	45·34	32·66	44·48	41·63
Total ...	321·37	313·82	300·34	280·50	178·86	261·46	247·22

The deficit in 1934 was due to a severe drought. In 1938, the proportion of raws was 87·2 per cent. of the total; granulated whites (vesous) comprised 12·5 per cent., while low sugars approximated 0·3 per cent.

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Area under Sugar Cane.—The total alienated land in the Colony is nearly 381 thousand acres or, roughly 83 per cent. of the total area of the island.

Whilst most of the alienated land of the Colony passed under private ownership by means of "concessions" during the French occupation, most of the land at present occupied by Indian small planters was acquired under the "metayage" and "morcellement" systems, whereby large estates were parcelled out to numbers of tenants who became, after a term of years, legal owners of their land. The metayage or morcellement systems are still practised, though on a much reduced scale.

At the beginning of 1938, the area under cane was estimated at 145,096 acres in excess by 1,599 acres on the figure for 1937. Estates with factory cultivated 60,331 acres; estates without factory, 44,935 acres, giving a total estate cultivation of 102,266 acres, or an increase of 1,199 acres on the figure for the previous year.

The balance of 42,830 acres, which shows an increase of 400 acres on 1937, was cultivated by small planters.

The total area under cane cultivation by Indians at the beginning of 1938 was 56,025 acres, or 38·6 per cent. of the total cane cultivation. This total is made up as follows: (i) small planters off estates, 42,830 acres; (ii) small planters, cultivating lands belonging to estates, 11,264; (iii) estates owned by Indians, 9,100 acres.

Sugar Factories.—During the year 1938 there was no change in the number of factories operating in the island, which remains at 38.

Sugar Market.—In 1938, the market for sugar was generally weak and the average price obtained at the end of December for a total sale of 183,514 metric tons approximated Rs.5.65 net per 50 kilos. The average sale price for the 1937 sugar production was Rs.6.103 net per 50 kilos.

All sugar transactions are made through the Mauritius Sugar Syndicate which controls the export of practically all the sugar of the Colony.

Disposal of the 1937-38 Sugars and Local Consumption.

The total sugar exported during the 1937-38 year (1st August, 1937, to 31st July, 1938), amounted to 303,100.2 metric tons, distributed as follows:—

	Metric tons.
Great Britain	279,300·7
Canada	22,415·4
Hong Kong	1,130·8
Other places	253·3
Total	303,100·2

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The exportation for the 1938-39 crop totalled up to 31st December 1938, 147,377.3 metric tons.

The local sugar consumption for the 1937-38 year was 11,367 metric tons, as against 10,326 the year previous.

Sugar Machinery.—Machinery to the value of Rs.1,162,726 was imported during the year as compared with Rs.914,545 in 1937. The value of the tramway material imported in 1938 was Rs.237,666 as against Rs.128,059 last year.

Eleven farm-tractors and 27 ploughs to the aggregate value of Rs.41,540 were also imported in 1938.

General Agricultural Matters.

Fertilizers.—A total of 17,726,935 kilos of chemical fertilizers valued at Rs.2,127,974 was imported in 1938, as against 19,818,236 kilos, valued at Rs.2,117,295 the year previous. Of the total importation, 63 per cent. consisted in ammonium sulphate and 25 per cent. in potassium nitrate.

Insect Pests.—Hand collection of beetles of *Phytalus Smithi* has been terminated and is being replaced by intensified biological control. This will result, in the first instance, in the saving of over Rs.50,000 annually to the Planters.

To help in the biological control work, the giant toad, *Bufo marinus,* was imported from Puerto Rico and after long quarantine in greenhouses, liberation was commenced in December.

The problem of providing adequate food plants for the various parasites in the cane fields is also receiving consistent attention.

In the search for varieties of cane showing economic resistance to heavy infestation of *Phytalus,* close collaboration was maintained with the Sugar-cane Research Station.

Infestation of cane fields by Moth borers has remained nearly constant, though the abormal dry period from August to November caused severe losses in the Northern Districts. A grant from the Colonial Development Fund is being utilized to organize biological control of cane-borers.

Plant Diseases.—The main diseases of the sugar-cane continue to be Gummosis, Leaf Scald, Smut and Red Rot. There was a mild outbreak of the first in the south of the island and a more severe one on a central estate. The other diseases appeared in sporadic form and did not at any time cause anxiety. Experiment and research have been continued during the year in the Division of Plant Pathology on methods of control in the field and in the Laboratory.

Tobacco.—In 1938, the area under this crop was 302 acres. Under the law, all the leaf produced is purchased by the Government Warehouse and the amount for 1938 was 162,676 kilos of a value of Rs.149,014 as compared with 391,435 kilos

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valued at Rs.487,239 in 1937. The amount of leaf used by local manufacturers was 366,325 kilos as compared with 329,233 kilos, the year previous.

No export trade is as yet in existence. Experiments are still in progress with a view to producing a variety of leaf with a flavour acceptable for the export market.

Fibre.—Sale is controlled by the Mauritius Fibre Syndicate. In 1938, the market was practically non-existent: the total export was only 242 tons, as against 1,617 in 1937.

Pineapple.—During the year the area under this crop has been markedly increased and now totals 125 acres approximately. Owing to unfavourable weather conditions the yield in fruit has been below anticipation.

The anticipated turn-out of the Fruit Canning Factory for 1938-39 is 3,000 cases or, approximately, 75,000 kilos as against 3,145 in 1937-38.

The exportation in 1938 was valued at Rs.35,762 against Rs.32,451 in 1937.

Tea.—Progress continues to be satisfactory, especially in regard to the quality of the tea produced. The total production for 1938 was 64,518 kilos, as against 50,000 last year. Practically the whole production is locally consumed.

Coconut.—The export of copra-produce of the dependencies of Mauritius amounted in 1938 to 1,482 metric tons, valued at Rs.213,765 as against 1,507 tons, valued at Rs.350,012 in 1937. The export of coconut oil during the year was 1,476 litres valued at Rs.550 as compared with 5,731 litres valued at Rs.2,383 in 1937.

Alcohol.—The total quantity of alcohol distilled for human consumption amounted in 1938 to 841,610 litres as against 593,396 litres in 1937. The quantity distilled for industrial purposes was 572,380 litres as against 603,192 the year previous.

The exportation of rum during the year was 144,982 litres valued at Rs.45,264 as compared with 84,210 litres valued at Rs.27,181 in 1937.

The question of further utilization of power alcohol has been receiving consideration during the year.

Veterinary and Livestock.—Owing to scarcity of rain and consequent lack of fodder, cattle in herds have been doing rather poorly and, towards the close of the year, numerous deaths occurred, especially of old and very young animals.

The animals imported in connection with the beef improvement campaign have been received. The application of fertilizers to pastures is also being seriously considered. The plans

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for an experimental station in connection with beef production have now matured and the scheme will be put into force early in 1939.

At the beginning of 1938 the total bovines on estates numbered 13,121 as against 13,646 the year previous.

Importation of bullocks from Madagascar for food amounted to 3,579 head valued at Rs.238,458.

The Agricultural College.— The Agricultural College is administered as an integral part of the Department of Agriculture. Laboratories provide accommodation for teaching and research in Agriculture, Chemistry, Physics, Entomology, Botany, Mycology and Sugar Technology.

A three year course leads to the Diploma of the College. Short courses in the intercrop are given for estate employees and special courses for agricultural and sugar-house chemists.

Most of the past students of the College have been absorbed in the local sugar industry. Some have obtained situations in the local Government or abroad. The practical value of the training received at the College is now appreciated by the local sugar industry and, on several estates, the Diploma of the College has been made a *sine qua non* condition for employment.

In 1938, regular students numbered eighteen, together with seven part-time students and generally two or three research workers from estates.

The Sugarcane Research Station.—The staff of the Sugarcane Research Station, which is housed in the buildings of the Mauritius Agricultural College, has been increased by the appointment of two Field Assistants. By their help, it has been possible to lay down an increased number of field experiments, dealing particularly with cultural methods.

The chief work of the Geneticist's Division has been the raising and testing of new sugar-cane varieties. No new varieties have been released during the year, but it is gratifying to be able to record that three of the varieties already released continue to find favour with the planting community.

In the Chemical Division, further experiments have been conducted with foliar diagnostic methods. Interesting results have been obtained with potash in the field experiments, in one case the application of potash resulting in an increased yield of over 20 tons per arpent, the canes from no potash plots being much poorer in sucrose. In some lands cultivated by small planters largely increased yields have followed applications of phosphatic guano.

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The Botanist is continuing his work on drought resistance of canes, together with their resistance to the phytalus pest. Other points under investigation include methods of tillering and the best time and method of application of fertilizers.

School Gardening and Nature Teaching in Primary Schools.—The work is entrusted to officers of the Agricultural Division of the Department of Agriculture. There are at present thirty-two registered school gardens. Gardening classes are held regularly when the Instructors visit the schools, i.e., about every fortnight. Classes are also held on the average twice weekly by one of the school teachers. While particular attention is given to practical work in the garden, care is also taken to see that the pupils record their observations in garden note-books. Furthermore, short lectures are delivered to the pupils on the principle and practice of horticulture.

In order to secure the interests of both pupils and school teachers, a prize scheme exists; prizes being given annually for the best gardens.

Co-operation.—During the year under review, three new societies were registered. Inclusive of the Trefles (Rodrigues) Co-operative Credit Society, there were thirty-eight societies in the Colony and its dependencies, established under Ordinance No. 4 of 1913.

The total number of members on the 31st December, 1938, was 2,178 and the total share capital Rs.68,625. But the working capital which is made up of (*a*) share contribution; (*b*) dividends undrawn by members and left in the societies as non-dividend bearing shares; (*c*) deposits of members and non-members; (*d*) Government advances; and (*e*) Reserve Fund; amounted to Rs.275,116.

The movement is under the supervision and guidance of the Government, and is run as a branch of the Department of Agriculture. The staff entrusted with the supervision of the societies is composed of: (*a*) The Registrar who is also the Director of Agriculture; (*b*) The Assistant Registrar, a whole-time officer who has undergone a training in co-operation in Ceylon; (*c*) a whole-time Inspector; (*d*) a part-time Inspector with combined duties of Agricultural Instructor; and (*e*) a Clerical Assistant.

The accounts of all the societies are regularly inspected late in the afternoon, when the members are taught co-operative principle and practice. The audit inspection is made in the months of May and June by the Assistant Registrar.

Apart from a small contribution made by the societies towards their inspection, which last year amounted to Rs.750, the cost of running the movement is borne by Government.

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Other Manufacturing Industries.

No important change occurred in 1938. Engineering establishments numbered forty-nine; distilleries, four; cigarette factories, six. There were four docks (landing, etc.), three hydro-electric plants, four salt-making establishments and one match factory. Altogether, about 2,000 people found employment in the above mentioned concerns.

In addition, there exist, on a small scale, leather tanning, boot and shoe making, aerated water works, ice-making, cabinet-making, biscuit and jam making, etc., which, with the usual innumerable small handicrafts, help to render the large population of the island in some way more self-supporting and help to reduce the importation of manufactured articles.

Fisheries.

In 1926 the question of fishery control in Mauritius was thoroughly investigated by Mr. J. Hornell, F.L.S., F.R.A.I., formerly Director of Fisheries in Madras, and his recommendations in the printed report on the subject have formed the basis of the work of the Local Fisheries Advisory Committee formed in 1927. Special consideration has been given to the questions of control of net fishing, improvement of local methods of fish-curing, protection of the local dried fish trade against the imported article, and ensuring a plentiful supply of cheap fish in the markets without prejudice to the working fishermen. Net fishing with large-seines was reintroduced in December and forty licences were issued. The daily average quantity of fish on the market has increased by 75 per cent. as a result and the price decreased in about the same proportion.

The lagoons, between the coral reef surrounding the island and the beach, are normally full of excellent fish of many varieties which are taken in large quantities by means of basket traps, cast nets and lines and in the open sea outside the reefs large fish can be taken at practically all times of the year by trolling or with deep sea lines.

All professional fishing is done from small sailing craft known as " peniches " and " pirogues " which are well built and seaworthy but the business side of the industry is quite undeveloped owing to local preference for old-fashioned methods which ought to be replaced. Amateur fishermen are well supplied with locally-built sea-going motor-boats which enable them to reach the remarkable fishing-grounds round the rocky islets lying from two to fifteen miles off the northern coast of the Colony where good sport is certain at almost all seasons.

Fish-curing industries are established at Rodrigues and St. Brandon islands and produce a considerable quantity of what is one of the staple foods of the poorer classes but the dried

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fish of South Africa and India still commands a large sale and is imported in increasing quantities at a very low price.

Many of the rivers hold a species of gray perch (known locally as " carpe ") and in the fast water good sport may be obtained with wet fly or light spinning tackle. Fresh water mullet (known as " chite ") are abundant in some rivers.

Forestry.

This now consists of about 110 square miles of Crown Forest (forest and scrub) and about 60 square miles of private forest land (forest and scrub). Total about 170 square miles.

Those portions of Crown Forest not carrying merchantable produce have a vegetative cover, important for catchment and for protection purposes, especially where situated on the central and southern plateaux, where the high rainfall and general humidity of the air ensures that any blanks are rapidly colonized. The same may be said of portions of the private forest lands, but others are at too low levels for this cover to have such effect.

As a subsidiary form of production, forest lands are utilized for shooting and fishing—Crown forests leased for this purpose returning Rupees 16,000 in a normal year.

A second subsidiary form of production consists in the grazing that is to be had on the 4,500 acres of Pas Géométriques, or Crown land strip, 250 feet wide round the greater part of the coastline and islands, leased on tree-planting conditions. This strip of plantations gives the island one of the finest coast-lines in the world, and the combination of economic production (timber and grazing) with aesthetic value is worthy of special note.

The forest of indigenous species which produced the primary timbers have been and still are being superseded by the invasion of exotic vegetation due in the the past to the extensive removal of the overforest coupled with the destruction of the regeneration by the burning of charcoal in conjunction with this operation, the exceptionally slow regeneration and aftergrowth of the indigenous species and the very favourable conditions of climate and rainfall and the physical soil conditions awaiting the invading species. In place of the whole island area, only some few square miles of this virgin forest now exist.

Following the aforementioned general destruction, trials of many and varied exotic tree species were undertaken, many were planted between 1880 and 1918 on a large scale on Crown land, notably Eucalypts (*Eucalyptus rostrata, E. tereticornis* and a *hybrid*) and to a lesser extent the Chinese pine and Eugenias, but generally speaking these plantations were formed to reconstitute the vegetative cover and were not laid out on commercial lines. The present stocks are sometimes scattered

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irregular and often severely shaken and damaged whilst there are many fallen trees due to the selection of unsuitable species, to cyclone damage and to lack of past thinning and other treatment. It is from these plantations that, what major production as is possible, has at present to be effected. From 1928 onwards, however, regular and vigorous plantations, on easy extraction routes, are being provided on a scale designed to abolish imports of the cheap woods of commerce and to provide a surplus of cabinet timbers worthy of export. These plantations are the result of a careful study of the results of the past and a selection of species has been made accordingly though the species composing the mixture are changed from time to time. Full financial records are available for these recent plantations.

The chief species used by cabinet-makers are:—

(*a*) Indigenous:—*Imbricaria* (Mimusops) *petiolaris and maxima, Labourdonnaisia saxophloia, Canarium colophana* and others when available.

(*b*) Exotics:—*Tabebuia pallida, Swietenia mahagoni, Pterocarpus marsupium* and *indicus, Albizzia lebbek, Cassia siamea, Juniperus, Bermudiana, Cinnamomum camphora, Terminalia catappa* and others.

Following some falling off in regular supplies from private lands Crown forests are supplying much increased volumes of fuel and charcoal, provision being made for sustained yields. Meanwhile, plantations of softwoods are being laid down by Government, which should, in due course, supply the greater part of the timber now imported. Full use is being made by the Forest Department of private enterprise in the sale of final crops and in the first clearing of scrub land. Taungya operations or the raising of crops of trees in conjunction with agricultural crops is effected by the Forest Department, wherever possible. Crops of valuable hardwoods are being raised as far as suitable land is available. The introduction of new species for trial is a regular practice. The limiting factor to crops is the probable effects of cyclone damage. Markets for thinnings from plantations are generally available.

As large quantities of charcoal are available, consideration is being given to the importation of a modern charcoal lorry both as a matter of economy and as an example to transporters to make the island community more self-contained.

In conjunction with the Agricultural Department and the resident Magistrate, conservation of catchment areas and tree-cum-pasture shade plantations, as well as commercial tree plantations are being advanced in the island of Rodrigues. In this connection a visit by a staff officer of the Forestry Department was made, advice given and valuable plans advocated for future management and land economy.

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(a) *Production*:—

Unmanufactured items.

From Crown forests (no figures available for private lands).

Product.	*Volume 1938. Cu. ft.*	*Value 1938. Rs.*
(i) Logs and Round Timber	122,510	41,033
(ii) Sawn Timber	9,547	19,665
(iii) Fuel	652,872	43,650
(iv) Minor Forest Produce	—	2,195
(v) Sales in Rodrigues	—	1,784
		Rs. 108,327

Manufactured items.

(i) Approximately 160,000 gross boxes of matches are produced by the Mauritius Match Manufacturing Company. The total value is say Rs.90,000 to Rs.100,000.

(ii) The finished articles produced by cabinet-makers numbering about 160. The products of these craftsmen are of high quality.

Minor Forest Produce.

Grass for fodder, bamboos, palm salads, thatching material and fodder seeds.

(b) *Conversion and Sales.*

Logs and round timber supplied on forest roads or sometimes delivered to buyer.

Sawn timber: sawn by hand.

Fuel: sold standing or by cord on forest roads.

The principle of limiting the out-turn to ensure a sustained yield applies to Crown forests. At present the sale of pine has thus to be limited.

(c) *Consumption of Products.*

All production is consumed locally.

VII.—COMMERCE.

The Colony is essentially an agricultural one, and yet it barely produces one-tenth of the foodstuffs required for its inhabitants and imports manufactured goods of all descriptions and practically all articles of food and drink, with the exception of sugar.

Of the principal articles of food and drink imported, rice which is the staple food of the people, as well as dholl, lentils and other grain, edible oils, spices and seeds, salted fish and ghee come from India; confectionery, preserved provisions, soya bean oil, whisky from the United Kingdom, wheat flour,

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fresh fruits and butter from Australia: salted fish, meat, fresh fruits from South Africa; wines from France and Spain; lard from Hong Kong; preserved provisions from China; margarine and cheese from Holland; sardines from Japan; tea from Ceylon and cattle, pistachio nuts and potatoes from Madagascar.

The main items of imports of manufactured goods are: heavy iron and steel goods for use in connection with the manufacture of sugar; cotton and woollen goods; wearing apparel, patent fuel, fertilizers, hardware, paint, soap, motor vehicles from the United Kingdom. Gunny bags for packing sugar, saltpetre, and cotton piece goods come from India.

Of the foodstuffs produced locally may be mentioned fresh fruits and fresh vegetables.

Mauritius is almost entirely dependent on one industry—the sugar industry—and so long as efforts made to develop other industries do not meet with success, its position will be more or less insecure; especially on account of cyclones or drought. In 1938 the sugar exports represented about 98 per cent. of the domestic exports. Other items of exportation are comparatively insignificant in value. They are aloe fibre, copra, poonac, rum, and coconut oil.

There has, as yet, been no outside market for local tobacco and matches. As a result of the successful development of these industries during the past few years, imports of cigarettes and matches have decreased considerably, matches almost entirely.

The following table gives the total value of imports, domestic exports and re-exports for the year under review and each of the preceding four years:—

	Imports. *Value c.i.f.* *Rs.*	*Domestic Exports.* *Value f.o.b.* *Rs.*	*Re-exports.* *Value f.o.b.* *Rs.*
1938	33,830,015	33,249,199*	778,366
1937	34,226,522	36,081,479*	832,542
1936	30,218,589	31,842,308	948,498
1935	29,891,160	28,008,615	640,640
1934	29,680,346	25,028,810	1,107,330

* Excludes the value of sugar quota certificates which, in the years 1937 and 1938 may be estimated at Rs. 4,900,000.

The following table gives the percentage of total imports provided by the British Empire and foreign countries respectively during the year 1938 and the four preceding years:—

	1938. *Per cent.*	*1937.* *Per cent.*	*1936.* *Per cent.*	*1935.* *Per cent.*	*1934.* *Per cent.*
Empire	76	77	75·5	78·6	74·4
Foreign countries	24	23	24·5	21·4	25·6

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In the following table is given the percentage of total imports provided by the six principal countries from which our commodities are imported, for the year under review and the four previous years:—

	1938. *Per cent.*	*1937.* *Per cent.*	*1936.* *Per cent.*	*1935.* *Per cent.*	*1934.* *Per cent.*
United Kingdom	34·4	30·4	31·7	30·3	29
Australia ...	5·1	6·0	4·3	5·0	6
India	26·7	33·8	33·0	36·7	34
France	3·8	3·3	3·6	3·7	4
Japan	3·3	3·7	3·9	3·3	4
U.S.A.	4·3	3·3	3·7	3·2	4

Table giving the percentage of domestic exports to the Empire and foreign countries:—

	1938. *Per cent.*	*1937.* *Per cent.*	*1936.* *Per cent.*	*1935.* *Per cent.*	*1934.* *Per cent.*
Empire	99	99	98·9	99	99
Foreign countries	1	1	1·1	1	1

Table giving the percentage of domestic exports to the principal countries of destination:—

	1938. *Per cent.*	*1937.* *Per cent.*	*1936.* *Per cent.*	*1935.* *Per cent.*	*1934.* *Per cent.*
United Kingdom	98·9	92	93·5	86·8	95
Canada	—	7	5·0	12·3	3·5
Hong Kong ...	0·5	—	—	—	—
Belgium	0·1	0·4	0·3	0·1	0·1
Reunion	0·2	0·2	0·3	0·3	0·3
France	0·1	—	—	—	—

The following table gives the values and quantities of the principal imports for the year under review and the previous year, with an indication of the principal sources of supply—the total imports of each commodity are also given:—

Articles and Principal Countries of Origin.		*1938.* *Quantity.*	*1938.* *Value c.i.f. Rs.*	*1937.* *Quantity.*	*1937.* *Value c.i.f. Rs.*
Cows and Oxen—					
Madagascar ...	No.	3,579	238,458	5,967	335,758
Butter—					
Australia	Kilos	60,596	123,697	64,819	122,274
Denmark	,,	4,787	12,868	5,120	13,697
Total Imports ...	,,	72,231	148,835	79,009	149,080
Ghee—					
India	,,	59,731	92,094	48,912	72,407
Total Imports ...	,,	60,095	92,256	49,926	73,608
Confectionery—					
United Kingdom...	,,	92,257	74,333	80,075	113,661
Total Imports ...	,,	103,027	87,490	95,032	128,141
Bran—					
Australia	,,	362,339	34,740	755,505	68,359
India	,,	729,966	59,770	613,766	46,369
Total Imports ...	,,	1,092,305	94,510	1,394,696	117,134

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Articles and Principal Countries of Origin.		*1938.* Quantity.	*1938.* Value c.i.f. Rs.	*1937.* Quantity.	*1937.* Value c.i.f. Rs.
Tinned Sardines—					
Japan	Kilos	65,896	21,655	145,350	41,417
Portugal	,,	248,865	185,264	102,074	67,174
Total Imports ...	,,	316,998	208,962	254,184	111,325
Fish salted—					
Union of South Africa.	,,	434,440	162,458	313,557	133,612
India	,,	187,398	87,940	102,189	47,860
Total Imports ...	,,	646,633	267,279	444,471	201,034
Rice—					
India	,,	32,327,818	4,174,934	67,558,431	7,076,404
Burma	,,	5,544,924	550,342	—	—
Total Imports ...	,,	38,038,144	4,751,581	67,719,337	7,101,625
Wheat Flour—					
Australia	,,	9,155,525	1,154,445	9,789,405	1,548,299
Total Imports ...	,,	9,267,330	1,168,324	9,909,109	1,566,879
Dholl—					
India	,,	3,645,110	466,342	3,617,092	424,512
Lentils—					
India	,,	2,113,310	277,664	1,865,112	233,382
Lard, Hog's—					
Hong Kong ...	,,	150,594	75,330	209,864	147,356
Total Imports ...	,,	203,951	112,873	280,254	200,331
Oil Mustard—					
India	,,	242,353	112,247	441,819	194,255
Oil, Pistachionut—					
India	,,	1,330,956	394,022	699,408	293,372
Dutch East Indies	,,	—	—	343,787	160,660
Total Imports ...	,,	1,338,227	397,528	1,098,364	475,939
Oil, Soya—					
United Kingdom...	,,	893,383	364,064	871,185	425,543
Total Imports ...	,,	1,122,202	441,141	1,292,896	609,717
Spices and Spice Seeds—					
India	,,	360,127	107,161	312,639	107,774
Total Imports ...	,,	467,670	151,629	351,893	129,844
Tea—					
Ceylon	,,	141,031	233,656	155,463	276,885
Total Imports ...	,,	148,898	244,257	160,991	295,683
Whisky—					
United Kingdom...	Litres	32,454	142,235	25,623	110,822
Total Imports ...	,,	32,487	142,411	25,623	110,822
Potatoes—					
Madagascar ...	Kilos	984,771	71,416	1,026,555	72,578
Kenya	,,	783,485	68,799	161,123	15,574
Total Imports ...	,,	1,851,151	148,351	1,253,610	97,193
Coal—					
Union of South Africa.	,,	46,659,479	739,914	40,521,920	566,031
Total Imports ...	,,	49,293,761	823,749	41,739,637	596,797
Linseed Oil—					
United Kingdom...	,,	134,735	65,025	187,940	95,019
Total Imports ...	,,	186,748	86,685	201,624	101,138
Wood and Timber—					
Australia	Cu. m.	333	28,179	1,617	118,646
Straits Settlements	,,	2,732	113,950	5,745	182,175
Siam	,,	5,461	271,753	5,654	243,690
Total Imports ...	,,	8,735	437,328	13,230	559,031

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In the table of imports, domestic exports and re-exports above, the values for bullion and specie are not included. The imports in 1938 were Rs.167,120 and re-exports Rs.98,990 against Rs.121,333 and Rs.174,789 respectively in 1937; Rs.50,000 and Rs.159,185 in 1936; Rs.36,866 and Rs.1,275,622 in 1935 and Rs.2,182,000 and Rs.2,419,834 in 1934.

Tourist Traffic.

During the year 1938, seven tourist ships called at Port Louis with 1,008 visitors. The number of tourists who arrived in the Colony by other ships amounted to 287. Good roads and taxi-cars at cheap rates render places of interest throughout the Colony easily accessible to visitors.

VIII.—LABOUR.

Historical.

Labourers in Mauritius fall into two groups—the Creoles and the Indians or, as the latter are frequently called, the Indo-Mauritians.

The Creoles are of African origin and consist partly of descendants of slaves who were employed on estates in the old days—and partly of descendants of other persons who came from Africa or Madagascar.

The Indians or Indo-Mauritians, who outnumber the Creoles by about three to one, consist of Indians or their descendants who were recruited from India to supply the labour requirements of the Colony. The last assisted immigration from India took place in 1922.

By religion the Creoles are Christians while the Indians are usually Hindus or Mohammedans and, although there has been some intermixture of blood, the two groups are on the whole (as far as the labouring population is concerned) clearly defined and each has its distinctive customs and habits.

The Creole is more of a town dweller than the Indian who is mainly an agriculturist and while the majority of dock labourers, mechanics, masons, carpenters, etc., are Creoles—the vast majority of workers on the land are Indians. No hard and fast line can be drawn however.

Reorganisation of Labour Department and Legislation.

Until the year 1938 the duties of the Labour Department were chiefly concerned with Indian immigrants—the head of the department being styled " Protector of Immigrants "—and its powers were limited accordingly.

As a result, however, of the labour unrest on sugar estates which occurred in 1937 it was decided that this department should be strengthened and reorganised.

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To carry out this reorganisation an officer with long experience of labour in the tropics was temporarily seconded to Mauritius from the Malayan Civil Service.

This officer, who is styled " Director of Labour ", arrived in April and after studying local conditions recommended that a Deputy and an Assistant Director of Labour should be recruited from Europe and that six Labour Inspectors should be appointed locally.

These recommendations were approved and the Labour Inspectors were appointed in June, but the higher appointments had not been filled at the end of the year.

Another important step which was taken in connection with labour matters was the passing of the Industrial Associations Ordinance.

This Ordinance gives the right to employers or labourers in certain industries to form associations to enable them to protect and further their interests. Important provisions in this Ordinance are those dealing with the settling of disputes by means of conciliation boards which may be set up at the request of either party to a dispute or which may be convened by the Director of Labour on his own initiative if he considers that a dispute is likely to result in a stoppage of work.

A strike or lockout is illegal unless the conciliation board has been unable to settle the dispute within thirty days.

The Director of Labour is Registrar of Industrial Associations of which one employer's and twenty-four labourers' Associations were registered during the year.

A further important measure passed during the year was the Labour Ordinance.

This Ordinance includes within its scope all " labourers " (i.e., persons performing manual labour) and while omitting a number of provisions of the Labour Ordinance of 1922—such as those relating to assisted immigration—includes many new provisions.

The most important of these new provisions may be briefly summarised as follows:—

(i) Control by the Labour Department over all classes of labourers,

(ii) establishment of an eight-hour day,

(iii) regulations for overtime,

(iv) maternity benefits for working women,

(v) establishment of nurseries on estates in certain circumstances,

(vi) records to be kept by employers of wages paid to all labourers whether working directly under their control or not,

(vii) allotments for labourers.

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Review of the work of the Labour Department.

The appointment of Labour Inspectors in the Districts provided a much needed want, and every labourer now knows that he has in his district an officer of the Labour Department to whom he can refer any complaint he wishes to make and who will investigate it without delay.

A very large number of complaints, many of which were trivial, were dealt with by the Labour Inspectors, and work during the sugar crop, with the exception of a few minor stoppages, proceeded normally.

At the end of August however the labourers employed at the docks and by the stevedores struck work and made a claim for higher wages. Although every effort was made by the Labour Department to bring home to these men (who were members of the Dockers' Association) that their action was illegal and that if they would resume work a conciliation board would consider their claims they continued on strike.

As a result paralysis of the whole sugar-industry was threatened and it was decided to declare a state of emergency. Arrangements were then made to carry on the work at the docks and after a few days the strikers resumed work. Subsequently a conciliation board was held and the dock workers obtained substantial improvements in pay and working conditions.

During the year another conciliation board was held as a result of which certain increases of pay were given to labourers employed on a certain sugar estate.

There is no doubt that the largely increased activities of the Labour Department and the result of these conciliation boards have had a considerable effect in impressing upon labourers that their claims can be put forward and if reasonable can be granted without recourse to a strike.

Wages and Employment.

On estates, wages vary very considerably according to the season, the nature of the work, the capacity of the workers, etc. During the intercrop daily paid men earn from 50 cents to R.1. daily—though the work may not be continuous—and during the crop season rates are very much higher and earnings vary from 80 cents to Rs.1.80 a day—or even more.

Labourers employed on monthly agreement earn from Rs.15 to Rs.20 a month and are entitled to free housing and medical treatment.

Skilled workmen earn from Rs.1.50 to Rs.4 a day.

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There is employment for all manual workers during most of the year but the supply and demand for labour are so nearly balanced that anything in the nature of a drought or a cyclone, which reduces the amount of work available on estates, almost immediately causes unemployment.

Economic and Social.

The Commission appointed to enquire into the unrest among labour on sugar estates in 1937 recommended that a 10 per cent. increase in wages should be given and although the continued low price of sugar has caused embarrassment to many companies this recommendation has on the whole been carrried out.

Whether a further increase in wages is feasible or reasonable is under investigation but the fact remains that the earnings of agricultural labourers in Mauritius compare favourably with those of similar labourers in India.

Although there is considerable scope for improvement in the economic and social conditions of labourers in Mauritius it would not be correct to say that distress and hardship are widespread—in fact a large number of labourers own land on which they reside and keep cattle or grow vegetables.

There are cinemas in all large villages which show Indian and other films and these are very well patronized. The race meetings which are held from May to October are also attended by large numbers of labourers—in fact the vivid and picturesque colouring of the clothes worn by their womenfolk is a well known feature of these meetings.

Football has many devotees and, although the game is not organized among labourers, it is common to find a football ground near a village or an estate camp—it is clearly popular and any important match is attended by many spectators.

With regard to more serious matters such as his status in the community and his civil rights the labourer, whether Creole or Indian, is on the whole, sophisticated. He is no longer content to be told that certain things are so—he wishes to know why they are so and how they affect him.

This attitude of mind is encouraging because it shows that the reasoning and intellectual powers of the labouring classes are developing and with proper guidance will enable them to take an increasingly important part in the life of the Colony.

Statistics.

It has not been possible as yet to prepare reliable statistics regarding the number of labourers in employment, rates of wages, etc., though steps are now being taken, under the new Labour Ordinance, to obtain the necessary information.

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It may be said however that approximately 11,000 labourers live on estates, and work on monthly agreement, and 70,000 work as day labourers—the majority of these are Indians.

The Ordinances dealing with labour matters, which were enacted during the year, are as follows:—

(*a*) Ordinance No. 7 of 1938 introduces for the first time in this Colony legislation intended to promote and further the formation of employers' and employees' associations with a view to settling industrial disputes and other matters affecting the relations between employers and employees and the relation of employers and employees *inter se*.

(*b*) Ordinance No. 47 of 1938 brings the law on labour up to date and provides for a Labour Code in line with modern requirements, whilst doing away with former legislation on the matter which had become antiquated.

IX.—WAGES AND COST OF LIVING.

Labourers under monthly verbal contracts receive in cash Rs.10 per month, together with rations, lodgings, medical assistance. On estates, they have considerable facilities for and are encouraged in, rearing chickens, goats, milch cows. This small farming forms the most important source of supply in eggs, chickens and milk, through the medium of hawkers who act as intermediaries between the producers and the consumers.

In 1938, male labourers received during the slack season R.0.50-0.75 per day, females, R.0.30-0.40. When work was abundant, the daily rate of pay rose to Rs.1.25 or Rs.1.50 for males and R.0.50 to R.0.75 for females and " chocras ". On the average for the year, the daily wages amounted to about R.0.70 for males and R.0.40 for females.

Remuneration for piecework being naturally very variable, oscillated between the same limits.

	Per acre. Rs.
Clearing land	20–40
Digging cane holes	18–20
Manuring	15
Weeding	8–10
Cutting canes (20 tons/acre)	12–16

The wages of artisans varied between Rs.1 and 2 per day. Those artisans paid by the month received Rs.30 to Rs.90 according to the nature of work.

The supply of domestic servants is generally abundant. Butlers, cooks, gardeners and other servants receive between Rs.10 and Rs.35 per month, with quarters generally.

Chauffeurs get on the average Rs.35 per month.

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As regards salaries, conditions in 1938 have shown no appreciable change. The following indicate in broad outlines the ruling rates:—

	Rs. per annum.
Managers of sugar estates and senior Government officials	8,000–13,000
Government, bank and commercial clerks (higher grade)	4,000–7,000
Clerks and employees on sugar estates...	1,500–3,000
Junior clerks and employees	720–1,500

The demand for employment, coming from the educated classes, is at present out of proportion with the offer and the number of young men of education and promise who find themselves without work or have to content themselves with drudgery, is very large.

The cost of living in 1938 was practically the same as the year previous. Rice, the staple food of the population was indexed at 65 (100 in 1914). Other grains were about 80. Flour remained steady at 121. Oils and fats decreased from 64 to 61. Clothing oscillated between 110 and 111.

The quarterly weighted index for the total cost of living (28 items) in 1938 was as follows:—(100 being the index for 1914).

First quarter	99·2
Second quarter	96·8
Third quarter	97·6
Fourth quarter	99·0

The mean for the year was 98·1 as compared with 97·8 in 1937.

As regards the labouring classes, the following table indicates the purchasing power of wages in terms of rice since 1927:—

Year.	*Average daily wages of male labourer.*	*Average price of fair quality rice per lb.*	*Purchasing power of wages expressed in lb. of rice.*
	Rs.	*Rs.*	*lb.*
1927	1·25	0·13	9½
1928	1·25	0·10	12½
1929	1·00	0·10	10
1930	0·80	0·09	9
1931	0·75	0·08	9
1932	0·45	0·05½	8
1933	0·45	0·06	7½
1934	0·45	0·06	7½
1935	0·55	0·07	8
1936	0·55	0·06	9
1937	0·65	0·06	11
1938	0·70	0·06	12

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The official index numbers do not take into consideration the improved standard of living since 1914; many items which did not exist then or were then considered as exceptional, have now becomes necessities of life. Consequently, the cost of living is generally higher than the official index would lead one to suppose.

X.—EDUCATION AND WELFARE INSTITUTIONS.

In the first half of the last century, it was enacted by an Order in Council that all the citizens in Mauritius could open schools for the purpose of providing education for " children of school-going age ". The position was revised shortly after 1850 and a " Council of Education " became responsible for the educational policy in the Colony. The head of the Schools Department was a Superintendent or Chief Inspector. There were then primary schools which were under the direct control of Government and Church schools which received grants-in-aid out of public funds but were under the control of Managers appointed by the owners of these institutions. In 1899, an Ordinance enacted by the Governor with the advice and consent of the Legislative Council was passed to make better provision for education.

In 1932, in accordance with the recommendations of Commissioners appointed by the Secretary of State for the Colonies to enquire into the finances of the Colony, the Training College, the Technical School and the Trade School, which were branches of the Schools Department, were closed down in order to reduce the expenditure on education. With the same aim in view a policy of centralizing schools was also adopted.

The Education Ordinance was again revised in September, 1934, to introduce certain changes which it had been advisable to make in connection with the duties and powers of the Managers of aided primary schools. The regulations for the management of Government and aided primary schools as well as aided secondary schools which were embodied in the Education Code and which heretofore had been made by the Schools Committee were henceforth made by the Governor in Executive Council and the new law provided for the establishment of a Royal College Department and Schools Department.

Primary.—Though attendance at elementary schools is not compulsory, education is provided free for all the children of the Colony and by comparing numbers in attendance at official and private schools with the number of children of school-going age, it can be inferred that if education was made compulsory in Mauritius there would be no substantial increase in attendance. Every section of the population takes full advantage of the educational facilities and parents heartily co-operate with teachers to educate their children.

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The following table shows the number of primary schools, the number of pupils on roll, and the staff of teachers during the year 1937-8.

Schools.	*No. of Institutions.*	*No. of Teachers.*	*No. of Pupils on roll.*	*No. of Pupils in average attendance.*
Government ...	51	400	15,345	11,115
Aided	75	682	24,607	17,453
Total ...	126	1,082	39,952	28,568

State-aided schools are under the control of individual Managers and the Government contribution includes the salaries of the teachers together with recurrent grants to meet part of the expenditure on maintenance of school buildings and furniture.

Pupils must be at least five years old and must have been successfully vaccinated in order to be allowed admission at a primary school; when they are under five they undergo a preliminary training before being admitted to the lowest form.

In addition to English, French and arithmetic, regular instruction is given to all pupils in hygiene, physical drill, Nature study or elementary biology and principles of agriculture and gardening. History and geography are optional subjects taught in the higher standards for the benefit of candidates wishing to sit for scholarship examinations. Religious instruction is given to every pupil by a minister of his religion, unless there is a written objection from the pupil's responsible party. The local vernacular which is a corrupted form of French, and even Indian dialects may be used as mediums of instruction in the elementary and middle forms of primary schools. In the higher classes the teaching is conducted in English, but the use of French and " vernaculars " is allowed whenever this is found to be necessary.

There are six primary school standards or classes, viz.:—

Standard I with pupils on an average from 5 to 6 years of age.
Standard II with pupils on an average from 6 to 7 years of age.
Standard III with pupils on an average from 7 to 8 years of age.
Standard IV with pupils on an average from 8 to 10 years of age.
Standard V with pupils on an average from 9 to 11 years of age.
Standard VI with pupils on an average from 10 to 12 years of age.

There are no fixed age limits for the different standards but no pupil may be entered on the attendance registers who is under five years of age, and no pupil may be retained on the registers after the annual examination which follows his or her fourteenth birthday, exception being made for pupils following the scholarship classes.

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A regular annual examination in every primary school of the Colony is held for the pupils of Standards V and VI. The lower classes are examined by way of inspection. Experience has shown that the quality of the work put in, now that examinations have been restricted to the higher classes is of a higher standard than it used to be. Much, however, is left to be done in this line. A guide or " scheme of work " was recently introduced for the teaching in the lower classes and the results obtained seem to prove its general utility. The advantage gained by the primary schools through the methods of teaching thus introduced is positively proved by the work presented by the candidates at official examinations.

So far as primary education is concerned there is no difference between the provisions made for boys and girls. In the academic subjects of the curricula for the various forms, pupils of both sexes follow the same courses and while boys do gardening work, the girls follow needlework classes.

Apprenticeships are awarded annually to primary school pupils to encourage the study of needlework and handicraft but these are not, however, popular. The reasons for such unpopularity is often ascribed to the local aversion for manual work of any kind. Though it must be admitted that it has become traditional in Mauritius to regard office work as more " respectable " than manual work, it cannot be denied that artisans experience great difficulty in finding employment locally.

To allay the prejudice against manual work and to develop a class of well educated artisans, it is proposed to introduce manual training in primary schools under the form of practical agriculture, woodwork and metal work. It is hoped that it will thus be possible to eradicate the current heresy that manual work is synonymous with illiteracy.

Scholarships and exhibitions tenable at the secondary schools are awarded every year, through competitive examinations, to the best pupils attending primary schools. It is interesting to note that the majority of primary school scholars and exhibitioners take a real interest in their secondary school course.

There are gardens attached to primary schools in rural areas and they are cultivated by the elder pupils. These gardens are regularly inspected by officers of the Agricultural Department who give advice as to proper cultivation.

Secondary.—There are two categories of secondary schools, viz.:—(1) Secondary aided schools, which are managed privately but are under Government control, and (2) the Royal College and the Royal College School which are managed by Government.

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(1) *Secondary Aided Schools.*—Government grants to aided secondary schools are assessed with reference to attendance and efficiency, as tested by inspection and examination, and not, as in the case of primary schools, with reference to maintenance and salary charges.

The following table shows the number of institutions, the number of pupils on roll and in average attendance, and the staff of teachers during the year 1937-8.

Schools.	*No. of Institutions.*	*No. of Teachers.*	*No. of Pupils on roll.*	*No. of Pupils in average attendance.*
Aided	9	135	1,630	1,491

These institutions are classified into three grades and provide not only for elementary education such as is given in the primary schools, but also for education of such standard as may lead to the Cambridge School Certificate. They are attended by those pupils who fail to obtain admission at the Royal College or the Port Louis school.

The curriculum of studies includes the teaching of English, French, mathematics, needlework (for girls), hygiene, history and geography. In addition to these, drawing and music are taught on a more moderate scale.

There is no difference in the elementary departments of secondary schools between courses for boys and girls but in the higher forms, girls are decidedly at a disadvantage and such subjects as science, mathematics and classics are not taught on a large scale in girls' schools. Girls cannot reach a standard higher than that of the First School Certificate whereas boys can qualify for external degrees of the London University. The question of the higher education of girls is at present receiving the careful consideration of the Education Authorities.

Aided secondary schools are visited periodically by the Superintendent of Schools who also examines the lower forms with a view to assessing the quality of the teaching and the general efficiency of these institutions. Examinations conferring proficiency certificates are held in the middle and higher forms and are conducted by local examiners selected from the teaching staff of the Royal College and the inspecting staff of the schools department.

Working hours in both primary and secondary schools extend, as a general rule, from 10 a.m. to 3 p.m., no provision being made for evening classes.

(2) *Royal College.*—The Royal College is a Government school for the secondary and higher education of boys up to a standard equivalent to that of the Higher Certificate examinations conducted by Oxford and Cambridge Universities. It comprises two schools under the management of the Rector, the

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Royal College proper in Curepipe and the Royal College School in Port Louis, where pupils who live in or near the capital are educated on the same lines as in Curepipe up to School Certificate standard. At the Royal College the teaching staff consists of the Rector, 12 Masters with degrees in Honours at British Universities, 11 Assistant Masters appointed locally, and a Physical Training and Gymnastic Instructor (who also attends once weekly at the school to take classes); and at the Royal College School, of the Headmaster, two Masters and 12 Assistant Masters. Assistant Masters are encouraged to take the B.A. and B.Sc. examinations of London University. The College has well-equipped libraries and chemical, physical, and biological laboratories; almost as many pupils follow classical as scientific studies. The subjects taught are English, French, mathematics, Latin, Greek, chemistry, physics, biology, geography and history; and classes are held during school hours in physical training and gymnastics. The pupils are drawn from all classes and races in the Colony, and range in age from 10 to 20 years. The fees are from Rs.96 to Rs. 192 per annum, and pupils may travel at quarter rate on the Government railways. Admission to the Royal College is conditional upon passing an entrance examination or winning one of the 20 annual primary schools scholarships and exhibitions or one of the two secondary schools scholarships awarded annually, or one of the eight class scholarships and exhibitions, which are competed for annually, and are open to all boys in the Colony. Six further class scholarships and exhibitions are competed for annually by Royal College pupils. These 36 scholarships and exhibitions are tenable at the Royal College, and entitle the holders to free tuition, free railway travelling to and from College, and also to the purchase at half price of books and school requisites, for a period of three years except the primary schools awards, which carry these privileges for the whole period of the pupil's college education.

Two scholarships, one on the Classical and one on the Modern Side, of the present value of £1,100 each (with second-class passage to and from England), tenable for four or five years at a British University or any other approved place of education in the United Kingdom are also awarded annually. Besides the winners of these two scholarships a few boys whose parents can afford it go to England or France to study for a profession, usually Medicine or Law, and almost always return to Mauritius to practise. Of the remaining pupils the majority on leaving the College find employment in the island.

The boys receive a training in classical and scientific subjects. Specialization begins at the Entrance class, and the division into modern and classical sides becomes complete in the Upper Middle class. At the school, pupils may undergo commercial training in place of classics or science.

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Classes are held between 9.30 a.m. and 3.30 p.m. on five days weekly. In addition to the ordinary classes there are Saturday extension classes where candidates for Pharmaceutical Diplomas and other public examinations are helped in their studies. The number of pupils on the roll of the Royal College in January, 1938, was 313, and of the school 190 (the number of College pupils on the roll in May 1938, after the publication of the School Certificate results, was 306). 100 pupils sat in December, 1937, for the Cambridge School Certificate, of whom 70 obtained certificates. In May, 1938, the number of pupils who had passed this examination and proceeded to the highest class of the College was 38.

Besides the regular physical training classes encouragement is given to rugby and association football, hockey, boxing and gymnastics and athletics, in which, although by no means all the boys join, the standard of proficiency is high. As the pupils are all day-boys it is difficult to obtain much support for other social activities, but a school magazine is published once yearly.

Welfare Institutions.

There are six Roman Catholic infirmaries for men and women and two orphanages for children under the management of Sisters of Mercy; there are also one orphanage for boys and one for girls under the management of the Church of England and a " home " for men and women under the management of the Church of Scotland.

The " Austin Home," established by Mr. A. J. Wilson in memory of his son, provides accommodation and subsistence for aged gentlefolk.

A Mohammedan orphanage was established in Port Louis in 1932 for the maintenance and education of orphans of that creed. Until 1937 this orphanage was entirely maintained by voluntary contributions but it now receives from public funds a capitation fee for the maintenance of each orphan.

There are no public Poor Law Institutions in the Colony but grants for the maintenance of aged and infirm paupers and orphans are paid to private institutions from public funds—these grants amounted to Rs.99,747.77 for the year 1938, for 1,382 persons.

Outdoor relief is granted to destitute persons whose relatives are unable to support them.

Such relief is usually of a temporary nature only and is regarded as " part relief "—persons requiring " full relief " generally being sent to an Institution.

The number of persons so relieved in 1938 was 14,103 and the amount disbursed to them was Rs.496,617.14.

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The administration of relief—both indoor and outdoor is carried out by the Poor Law Commissioner who is assisted by a staff of Medical Officers, Poor Law Officers and Visiting Officers.

All institutions in which paupers or orphans are maintained are frequently inspected by officers of the Department and all applications for relief are investigated and scrutinized by the Department before relief is given.

The Poor Law Commissioner also has under his immediate control a clothing department and a laundry where 50 and 24 women respectively are employed. These women, although not all of them are entirely destitute, are all in need of assistance to maintain themselves and their families.

The clothing department supplies uniforms for a number of Government Departments and also clothing for hospital patients while the laundry does all the washing for four Government hospitals.

Relief is also provided for paupers by the Poor Law Department by way of free housing accommodation at Bell Village—a model village on the outskirts of Port Louis where there are cottages of various types and sizes available at a low rental for the poorer classes.

There are also a number of private organizations devoted to the relief of poverty—among which may be mentioned the Société de St. Vincent de Paul, the Societe Francaise d'Assistance, the Semaine de Bonté and the Oeuvre des Malades Pauvres.

The Child Welfare Committee and the Oeuvre Pasteur de la Goutte de Lait, which receive Government grants, deal especially with expectant and nursing mothers and their babies.

The amount of devoted work performed by private persons in the cause of charity and the large amounts of money subscribed for charity are a notable feature of the social life of the Colony.

Recreation, Music, Art and Drama.

Association football is the most popular form of sport. Golf, tennis, cricket, hockey and rugby football are played mostly by the wealthier classes.

The Mauritius Turf Club, founded by Colonel Edward A. Draper in 1812, and the Mauritius Jockey Club, which first ran horses in 1906, hold race meetings from May to October, at the Champ de Mars in Port Louis and at Floreal in the district of Plaines Wilhems. The large gathering of Indians in bright attire at the former place on the last Saturday of August, called " The Race Saturday," is a striking sight.

Regattas are held by the yacht clubs of Mahebourg and Tombeau Bay generally on Empire Day, in August, and in December.

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Fly and devon fishing, in rivers, for a sort of perch *Kuhlia rupestris* (Lacp.) called " Carpe " locally; and trailing for sail and sword fish and other big game, out at sea, with heavier rods, afford excellent sport especially from October to January.

The " chasse," or the shooting of deer, is a favourite sport in Mauritius. The season is from June to the beginning of September, and strangers of mark visiting the island at this period are always treated to chasses, some of which, like those given to His Royal Highness the Duke of Edinburgh by Messrs. Currie and Pitot in 1871, to His Royal Highness the Duke of Cornwall and York (later King George the Fifth) by Mr. Leopold Antelme in 1901 and to His Royal Highness the Duke of York (now King George the Sixth) by Mr. Georges Antelme in 1927, are the occasion of splendid fetes.

There are several flourishing companies of Girl Guides and Brownies, the latter known locally as Blue Birds. The Boy Scouts movement is becoming very popular and there are several companies of Scouts and Cubs. A Sea Scout company was organized in 1937.

There is not much chance of encouragement for any of the Arts. Music is fostered principally by the parish churches and amateur singers, who sometimes give concerts. A theatrical company from France came over this year and gave performances in the towns of Port Louis and Rose Hill, which were greatly appreciated by the public. The company was assisted financially by the Municipality of Port Louis and the Township Boards. There are also cinema halls in every important village where excellent films are exhibited soon after their appearance in Europe and in India. Censorship is exercised.

The Christian Brothers also provide musical training, and apart from the police band which consists of a bandmaster and 30 bandsmen, a band styled the " Alliance Musicale " and comprising about 25 units was established in 1933. The Chinese have their own theatre in the town, to which companies come from China when conditions are prosperous. The African Creoles are very fond of music and can pick up a tune in an amazingly short time.

The Municipality of Port Louis has instituted a drawing class, practically the only encouragement to local talent now that the post of drawing master has been abolished at the Royal College.

Scientific Societies, Museums and Libraries.

The Mauritius Institute was founded in 1900 (Ordinance No. 37 of 1900) to promote the intellectual advancement of the Colony and installed in a specially erected building whose first stone was laid by Sir George Bowen on 23rd November, 1880. The Natural History Collections bequeathed to the Colony by Julien Desjardins were transferred to it in 1885. The Institute

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is governed by a Board of Directors appointed annually by His Excellency the Governor. It is open to the public daily, except on Sundays and Public Holidays, admission free, from 10 a.m. to 4 p.m. and is visited during the course of the year by more than 25,000 people.

The Institute now comprises—

(*a*) *The Museum Desjardins.*—For the purpose of technical organization the Museum is divided into a number of sections each of which is in charge of a voluntary helper or a member of the Board of Directors. Since the report of the Museum Reorganization Committee was published in 1928, the collections have been radically overhauled and every effort is being made to assemble as complete material as possible of the fauna and flora of the Mascarene Islands and the surrounding ocean. In arranging the exhibits their economic and ecological significance is being carefully considered.

There are now on view advanced collections of Crustacea, Echinodermata and Mollusca both land and marines. The sea-urchins have recently been enriched by the acquisition of two superb specimens of the beautiful and rare *Chondrocidaris gigantea*. The Mascarene shells include some recently described new species. A collection of tropical fish, many painted in their natural colours is also of noteworthy interest.

In the avian section there are two skeletons of the Dodo and one of the Solitaire as well as a complete collection of the endemic birds of Mauritius including the extinct Dutch pigeon Alectroenas nitidissima.

A special show case is devoted to the fauna of Round Island, a small islet 12 miles north of Mauritius.

The Botanical Section includes a herbarium of over 2,000 sheets of specimens from Mauritius, Rodrigues and some of the small Indian Ocean islands. Native and exotic timber specimens are displayed and a special section is devoted to diseases and pests of economic plants.

The Museum publishes a Bulletin from time to time containing original papers on the fauna and flora of the Mascarenes. Copies may be obtained on application to the Librarian and Curator.

(*b*) *An Art Gallery* of some 60 paintings of which 47 were offered by Mr. Edgar de Rochecouste in 1921-2.

(*c*) *A Public Library* of about 22,000 volumes classified according to the Dewey system, which is increasing at an annual rate of about 300 books. The Library also receives over 50 English and French periodicals. Books may be borrowed from the library under certain conditions.

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(*d*) *The following incorporated scientific bodies.*—The Société Medicale de l'Ile Maurice including among its members most of the medical practitioners of the Colony; the Société des Chimistes, a technical body of the local sugar industry, reckoning over 120 members and studying questions of technique concerning the growing of sugar-cane and the manufacture of cane sugar; the Royal Society of Arts and Sciences. This Society, which was founded in 1829 under the title of Société d'Histoire Naturelle, was honoured with a Royal Charter in 1846. Its activities extend to most branches of natural history, science and art. Lectures are delivered by its members, now numbering 60, and also by visitors of mark under its auspices. Its valuable library has been transferred to the Institute.

Apart from the public Art Gallery at the Institute, many pictures from celebrated painters are privately owned, together with artistic collections of old china, glassware, lace, bronze and marble figures from the best artists including the Mauritian sculptor Prosper d'Epinay.

There is also a museum of naval relics, located in a building on the premises of Government House. Most of the exhibits were reclaimed by the Honourable H. C. M. Austen, C.B.E., from the wreck of battleships sunk in Mahebourg Harbour in 1810.

On the initiative of Lady Clifford the creation of a historical museum has been started in the top floor of Government House, Port Louis.

This museum already contains certain pieces of furniture having belonged to Mahe de Labourdonnais. The Mauritius Institute has loaned all their objects of a historical or educational character to that museum and members of the public have made gifts and loans of interesting articles.

Artistic photography and fine millinery and embroidery are also produced.

In addition to the Institute Library there are, at Port Louis, the Municipal, the Police and the Union Catholique libraries; and at Curepipe, the Carnegie Library.

XI.—COMMUNICATIONS AND TRANSPORT.

Roads and Road Transport.

The Colony is well served with 500 miles of main roads maintained by Government and 192 miles of branch roads maintained by District Boards up to the 30th June, 1938. As from 1st July, 1938, Branch Road Boards have been abolished and the powers hitherto vested in, and the duties hitherto assigned

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to such Boards, have been transferred to Government. All roads are metalled and 177 miles of the main roads have been covered with bitumen.

The excellent roads of Mauritius are a source of constant surprise and admiration to all visitors to the Colony who are in a position to draw comparisons between Mauritius and other outlying parts of the Empire. All the principal roads are tarred and systematic steps are taken every year by the local authorities to have them widened, graded and improved by reducing dangerous curves so that the numerous places of beauty and interest in the Colony can be reached quickly and in comfort by tourists and visitors.

At the end of the year there were 3,063 motor vehicles in use classified as follows:—

Private cars	1,833
Lorries	442
Taxi-cars	422
Motor cycles	230
Omnibuses	136

Importation of motor vehicles during the year totalled 389 of which 303 were British-made.

Taxi-cars for hire in Port Louis and in the principal towns are of modern type and are kept in excellent condition as regards safety and cleanliness and the charges for hire are reasonable—viz., R.0.20 cs. per mile for short distances and special rates for long journeys or by the day. There is an excellent bus service on the 15 miles of main roads from Port Louis to Curepipe and many subsidiary lines of less importance which radiate from the main system to every town and village in the Colony. The fares vary from 2 to 5 cents per mile and buses on the principal routes are well patronized and maintained in good condition for the safety and comfort of passengers. The retail price of petrol is normally Rs.12.00 per eight-gallon case, which is equivalent to about 2s. 2d. per gallon.

The annual tax payable in respect of motor vehicles is Rs.4 per horse-power in respect of motor cycles and Rs.5 per horse-power in respect of other classes of vehicles. Lorries pay an additional tax of Rs.40 per ton gross weight and motor buses a licence duty varying from Rs.200 to Rs.500 per annum in accordance with seating capacity. Motor lorries plying for hire pay a further licence of Rs.200 per annum. Motor cars pay a licence duty of Rs.60 per annum and the cost of a driving licence Rs.5 a year.

Cars of visitors are subject to a tax at the rate of Rs.10 a month.

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Railways.

The Mauritius Government Railways comprise 110¾ miles of main line with 45¾ miles of sidings and station lay-outs of British standard 4 ft. 8½ in. gauge, and 13⅓ miles of 75-cm. gauge track known as the Bois Cheri Light Railway. The exceptional heavy gradients much of it being 1 in 26, makes the operation of the railways exceptional, restricting speed of the passenger service and limiting the weight of goods trains.

From the terminal at Port Louis, the most important section, the Midland Line rises to 1,800 ft. on its way to Mahebourg, the old port on the south-east coast of the island, 35¼ miles distant. A branch, 11 miles long, from this line, Rose Belle serves the fishing hamlet of Souillac. The North Line, 33½ miles long, is fairly level and runs from Port Louis passing through the coastal districts to the little village of Grand River South-East, on the east coast. The Moka Branch from Rose Hill, on the Midland Line, 950 ft. above sea-level to Montagne Blanche, is 14¾ miles long and rises on this length to 1,500 ft. Tamarin and the Black River district are served by a branch off the Midland Line at Richelieu, 12¼ miles long, for goods traffic only. The Montagne Longue branch from Terre Rouge on the North Line, is 3½ miles long, and in common with the Black River Line has no heavy gradients.

Particulars of revenue and expenditure for six years are given below:—

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Revenue.

	1932–33.	1933–34.	1934–35.	1935–36.	1936–37.	1937–38.	Increase or Decrease of 1937–38 over 1936–37.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Passengers	419,181	524,818	510,728	466,307	433,446	416,479	— 16,967
Parcels	62,163	65,776	61,019	63,515	59,954	59,235	— 719
General goods	1,174,046	1,255,729	928,850	1,288,120	1,375,022	1,424,877	+ 49,855
Road traffic (railway lorries) ...	—	—	—	400	7,548	57,012	+ 49,464
Miscellaneous	57,412	53,809	52,102	52,886	50,556	59,017	+ 8,461
Net revenue	63,554	36,738	43,809	47,204	32,187	23,215	— 8,972
Total	1,776,356	1,936,870	1,596,508	1,918,432	1,958,713	2,039,835	+ 81,122
Goods tonnage	362,642	385,541	279,646	422,811	454,622	487,292	—

Expenditure.

	1932–33.	1933–34.	1934–35.	1935–36.	1936–37.	1937–38.	Increase or Decrease of 1937–38 over 1936–37.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Working expenditure including renewals.	1,516,631	1,606,730	1,808,354	1,877,048	1,896,216	1,943,636	+ 47,420
Net revenue expenditure ...	260,955	190,308	233,015	218,917	207,415	180,686	— 26,729
Total	1,777,586	1,797,038	2,041,369	2,095,965	2,103,631	2,124,322	+ 20,691
Capital expenditure	304	—	26	11,604	25,711	—	— 25,711
	1,777,890	1,797,038	2,041,395	2,107,569	2,129,342	2,124,322	— 5,020

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All previous records were again broken in 1937 by the sugar crop reaching a total of 313,820 tons.

Of the total quantity of sugar produced in the Colony, 12,630 tons or 4·02 per cent. were carried otherwise than by the Railway Department, i.e., by road or by sea.

The increased size and speed of buses as well as the use of communal taxis has again reduced the normal passenger revenue of the railway by about Rs.3,000.

The fleet of railway lorries consists of four 6-ton lorries and trailers and three 3-ton lorries.

The revenue accruing to the railway from the transport of sugar and general goods to and from the factories and for the transport of Government goods by railway lorries amounted to Rs.57,012 and represents 34,534 tons of traffic, and the transport of all Government goods is now undertaken by the Railway Department either by road or by rail. After paying all expenses including 12½ per cent. on the earnings of the contractor, the gross profit from railway lorries (excluding depreciation) amounted to Rs.26,032 as compared with Rs.7,548 earned during the previous year.

Tramways.

In 1938, 1,755 kilometres of rail were in use on estates. There were 216 locomotives and about 8,000 trucks. Farm tractors numbered 68 and motor-lorries 117.

Posts, Telegraphs and Wireless.

The usual facilities in regard to correspondence, parcels and remittances are available. Of the 57 offices and postal agencies, 53 are telegraph offices. With the exception of a few outposts in outlying localities, the offices are on the railway lines. The outlying offices and localities far from the railway stations are served by postmen on bicycles or by motor mail contractors.

There is a regular monthly service from Rodrigues, the largest dependency of Mauritius, by K.P.M. steamers; the service to Rodrigues is every two months. A connection is made every four months with the other dependencies; communications by other sailings are also available.

Mails to and from Europe are carried regularly twice every month by the French Messageries Maritimes steamers and twice in transit through South Africa by the Dutch K.P.M. steamers. Irregular sailings by Clan Line and Union-Castle Line steamers are also available.

Mails between Mauritius and India, Ceylon, the Far East and Australia are despatched by the Messageries Maritimes steamers via Dar-es-Salaam or Aden, or by K.P.M. and other steamers via Durban.

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The average time taken for the transmission of first-class mail by air transport and ship to and from England by the M.M. steamers via Dar-es-Salaam is 18 days, and by the Dutch K.P.M. steamers via South Africa 15 days. It takes about 32 days by the former route and between 26 and 50 days by the latter route for second-class mail. First-class mail is also despatched to Europe via Tananarive and Batavia by air transport and ship. The average time of transmission is 18 and 25 days respectively.

Parcel mails from Great Britain are only received by the Cape route when direct despatch is not available. The other route is via Marseilles. Parcels for continental Europe are as a rule received by the latter route.

Remittances are made by both money-orders and postal-orders. There are direct exchanges with the United Kingdom, South Africa, India, Ceylon, Aden, Seychelles, Hong Kong and Australia. Remittances to almost any place may be made through these offices. Remittances by telegraph may be made to the United Kingdom, South Africa, India, Seychelles and Rodrigues.

The telephone service is owned and managed by Government. The headquarters are in Port Louis with which the rural districts are connected.

Overseas telecommunications is maintained by Cable and Wireless, Limited, whose local station is in Port Louis. Cablegrams to and from rural telegraph offices are transmitted on the Government telegraph lines. Rodrigues is communicated to Mauritius by that Company's cable system.

Communication with the outside world is also provided by a Government wireless station. The station can transmit within a limited range to ships. There is also a service with Reunion Island. The station has a 24-hour watch. Radio-telegrams are received for transmission at every telegraph office. During the cyclonic season, from the 11th November to the 15th May, the station transmits to all ships and stations within its range at 08.45 G.M.T. daily a detailed weather report including observations made at Reunion, Rodrigues, Seychelles and Durban. A fairly large number of weather reports are intercepted from ships at sea and sent to the Director of the Observatory. When a cyclone is in the vicinity, the Government tug *Maurice* stationed in the harbour, is manned and inland weather reports are transmitted by wireless telegraphy from the tug to all vessels in the port for the guidance of their masters. The wireless apparatus in the *Maurice* also acts as a stand-by in the event of an accident to the aerial system of the Rose Belle wireless station. The Rose Belle station is provided with a modern valve set in conformity with the Telecommunication Convention. The range of the station is 1,000 miles.

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Harbour.

Port Louis, the capital of the Colony, lies on the north-west coast of the island, and provides a safe and convenient harbour for ocean-going ships. Grand Port Harbour on the south coast is very much larger and deeper, though more exposed to the prevalent winds, and, being nearly 40 miles distant from the capital, is seldom used. A wide break in the ring of coral reefs that surround the island, caused by the meeting of several rivers and streams, the Lataniers, La Paix, Le Pouce and Creole, has created a natural entrance channel into Port Louis Harbour. The harbour has now been dredged so as to provide deep-water accommodation for 9 ships lying at open berths and drawing from 24 to 31 feet of water. The widening and deepening by dredging of the berths and channel by Government plant are in continuous progress. The harbour is flanked on the north by Fort George, a military post, and on the south by Fort William, now abandoned. The mountain peaks in the range behind Port Louis are named: Pouce, 2,661 feet, and Pieter Both, 2,690 feet, and are guiding beacons to ships by day. The lighthouses at Flat Island, the Colony's quarantine station, 6 miles north of Mauritius, and Caves Point, 5 miles south of Port Louis on the cliff's edge, and the gas buoy to the north of the outer entrance, direct ships approaching the port by night. A tide gauge has been in operation for 6 years. The maximum rise of tide at ordinary springs is 3 feet. At ordinary neap tides, the rise is seldom more than 2 or 3 inches.

In 1930 the Government completed the contruction of a deep-water quay, 500 feet long with 32 feet of water alongside. This quay is capable of discharging about 100,000 tons of cargo per annum, though actually only about 45,000 tons, chiefly petroleum products, railway coal and sleepers, etc., are discharged by Government annually at the quay.

Another quay, 300 feet long with 15 feet of water alongside but capable of providing 25 feet, has also been built for the landing of cattle. So far this quay has been used mainly by small vessels discharging guano and salt fish from the dependencies.

The Government of Mauritius is the Harbour Authority. The Government has from time to time sold or leased to two lighterage companies various areas of land bordering the harbour. These two companies, the New Mauritius Dock Co. Ltd. and the Albion Dock Co. Ltd., own between them 93 lighters of a total capacity of 2,645 tons, with the necessary tugs, and *inter alia* undertake the storage and lighterage of all the sugar produced in the island. The British India Steam Navigation Co. Ltd. also own 31 lighters and two tugs. This company mainly

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handles grain from the east, though the discharge of general cargo is fairly evenly shared between the British India Company and the two other dock companies.

A Government granary, capable of storing 300,000 bags of rice, was put into commission in 1932 mainly as a protection against the spread of plague in the Colony. The average monthly stock in the granary is about 200,000 bags, but a total of 414,000 bags have been stored under exceptional circumstances in 1937.

Shipping.

There are three lines of passenger steamers connecting Mauritius with the United Kingdom.

The Messageries Maritimes steamers perform the service between Marseilles and Mauritius and give a three weekly service for four months of the year and a fortnightly service for the remainder of the year; the time taken over the voyage varies between four and five weeks, on an average, including a stay of about a week in Reunion either on the outward or the homeward voyage.

Vessels of the K.P.M. (Dutch Line) leave Mauritius monthly for Durban and Cape Ports, connecting with the Union-Castle Line steamers from the United Kingdom, and once a month for Mombasa.

Vessels also leave Durban once a month direct for Mauritius, a 4-day voyage.

In 1938, the K.P.M. Company introduced three new motor vessels on the Java-Mauritius-Africa Line; these vessels have a gross tonnage of about 16,000 and a speed of about 17½ knots. The voyage to England via K.P.M. and Union-Castle Lines averages 30 days. The same voyage by the Messageries Maritimes Line via Marseilles takes from 31 to 36 days. The outward voyage via the Cape can be done in 3 weeks.

Vessels of the Bullard King Company call occasionally, from the United Kingdom, via Durban and Cape ports with tourists.

During the sugar shipping season, from October to March, cheap passages to the United Kingdom may be secured, the voyage averaging 40 days.

Fares from Mauritius to England vary as follows:—

(i) per Messageries Maritimes steamers from £32 to £76;
(ii) per Union Castle Intermediate steamers from £40 to £92;
(iii) per K.P.M., with transhipment at Durban from £44 and £48 to £92 and £117;
(iv) per Bullard King & Coy's steamers from £53 to £59, according to classes and types of steamers.

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Government servants are allowed a rebate of from 15 to 20 per cent. by all the above companies.

A free ticket from Marseilles to London is granted by the Messageries Maritimes Company to Government servants.

The number of vessels and total tonnage entering and leaving the port during the past three years were as follows:—

Inwards.

		1936.		1937.		1938.	
		No.	*Tons.*	*No.*	*Tons.*	*No.*	*Tons.*
Foreign	Steamers ...	206	641,150	205	633,927	207	782,650
	Sailing ships	1	88	1	88	—	—
	Totals	207	641,238	206	634,015	207	782,650
Coasting	Steamers ...	11	9,045	13	5,811	7	5,529
	Sailing ships	14	1,465	9	423	15	959
	Totals	25	10,510	22	6,234	22	6,488

Outwards.

		1936.		1937.		1938.	
		No.	*Tons.*	*No.*	*Tons.*	*No.*	*Tons.*
Foreign	Steamers ...	205	645,315	203	635,170	210	788,622
	Sailing ships	1	88	1	88	—	—
	Totals	206	645,403	204	635,258	210	788,622
Coasting	Steamers ...	12	9,924	13	5,187	7	5,529
	Sailing ships	14	1,465	9	423	15	967
	Totals	26	11,389	22	5,610	22	6,496

XII.—PUBLIC WORKS.

The Public Works Department is responsible for all Government buildings, the sewerage of Port Louis, roads and bridges, the survey of Crown lands, water supplies and State irrigation.

Buildings.—Some of these, such as a time-ball tower in the Port Office, are of historical interest, dating from the time of the French Governor, Mahé de Labourdonnais, in 1740. The Government House in Port Louis was then in project and was built between 1740 and 1767. Apart from the addition of a second storey, it now stands exactly as it was originally constructed. It contains the Governor's offices, in which are to be found the table on which the instrument of capitulation of the island was signed in 1810, a throne room, a council room, the council offices, a library and quarters for the Governor and officials. The former and present residences of the Governors at " Mon Plaisir," Pamplemousses, and " Le Reduit," Moka,

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respectively, also date back to the French occupation. The value of the Government buildings is approximately 15 million rupees.

There are in the island one mental and eight general hospitals and one leper asylum. An old hospital, the Grand River North-West Hospital, built in 1769 for seamen, is used when necessary as a quarantine station for plague.

Damage is caused to a considerable extent by white ants which are particularly active in the low-lying districts of the island. An experiment is now being made in Mauritius by Mr. D. Ignace, the Representative of Messrs. Thomas Cowan & Co. of Hong Kong, with a view to testing the efficacy of his treatment for the destruction of white ants.

Severe cyclones, which happily are not frequent, are responsible for a good deal of damage to water works, roads and buildings.

Sewerage Works of Port Louis.—The sewerage works were begun in 1900. In 1922, the scheme was revised by Messrs. Mansergh & Sons, and the works have been carried out on the lines of their report. The construction works being now practically completed, present activities are concentrated on house service connections, and a large portion of the town of Port Louis now has the water carriage system.

Bridges.—There exists 335 bridges on main and branch roads, the longest having spans of 150 feet. Only a few timber bridges remain and these are being gradually replaced by ferro-concrete structures for double line of traffic and heavy loading.

Water Works.—The water supply of the town of Port Louis is obtained from Grand River North-West at a distance of about 4 miles from the town at a level of 250 feet. This supply was handed over by the Municipality to the Public Works Department in 1922. The water is passed through sand filters and chlorinated. The capacity of the main leading to the filters is 5 million gallons a day. The water is distributed to the town from two covered service reservoirs of a total capacity of two million gallons. The revenue is approximately Rs.60,000 and goes to the Municipality of Port Louis.

The water supply of Plaine Wilhems and of part of Moka and Black River districts is obtained from a storage reservoir called the Mare-aux-Vacoas, at an altitude of 1,825 feet. The capacity of the reservoir is now, after the raising of the dam, 1,641 million gallons. The catchment ground is entirely protected by forest lands. The whole of this water supply is filtered through sand filters at " La Marie," about two miles below the reservoir, whence the supply to the town of Curepipe is pumped by hydraulic power, the supply to the other towns being effected by gravity. The water is distributed from six

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covered service reservoirs situated in the various zones of supply, their aggregate capacity being 5½ million gallons. The population served by this supply is approximately 120,000 and the average daily consumption 4½ million gallons.

The Mare-aux-Vacoas water supply has been extended to the town of Port Louis. The supply is limited to 900,000 gallons per day. The water is chlorinated after filtration and the revenue is approximately Rs.156,000.

The water supply to the villages and hamlets in the other districts comes from 27 different springs or streams. These supplies are not filtered but they are generally protected in their catchment areas by reserves of forest. The population depending on these various supplies is about 200,000 and is comprised mostly of the poorer classes. A large proportion of the daily consumption is distributed by means of public fountains. The revenue is approximately Rs.90,000 and goes to the District Boards.

Irrigation Works.—There are no works in progress at present. The works executed up to now provide for the irrigation of about 2,500 acres under sugar cane and tobacco plantations in the district of Black River from La Ferme Reservoir, and for a few hundred acres in the district of Pamplemousses from La Nicoliere Reservoir.

The question of developing the irrigation scheme in Mauritius has been revived and Mr. Hutchinson of the Irrigation Department of India visited the island in June with a view to exploring the possibilities of successful irrigation. The question is, however, still under consideration.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The Supreme Court, which sits in the Capital, Port Louis, consists of one Chief Judge and two Puisne Judges. It has jurisdiction in civil and criminal matters and also as a Court of Admiralty; it also decides appeals from the Supreme Court of Seychelles, the Judge in Bankruptcy, the Master and Registrar and the inferior Courts of Mauritius.

In 1938, the Supreme Court dealt with 249 civil cases out of 301 entered before or during the year 1938. In the course of the same year, twenty-six persons were brought before this Court and tried on criminal charges, eighteen of them being convicted to various terms of imprisonment, two sentenced to death, one released upon furnishing recognisance and one remanded to the next Session.

Criminal cases are tried by a Judge and a Jury. Civil actions in which the sum involved does not exceed Rs.3,000, matrimonial causes and bankruptcy matters are heard by one

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Judge. Civil actions in respect of claims over Rs.3,000 are heard by two Judges. Where, however, the magnitude of the interests at stake or the importance of the questions of fact or law involved make it desirable, a case is heard by three Judges. The full Bench of three Judges sit on a *proprio motu* decision of the Judges or on motion by interested parties.

There is a Bankruptcy Division presided over by one of the Judges of the Supreme Court or by the Master and Registrar sitting as Judge in Bankruptcy.

In 1938, trade conditions remained unfavourable and 67 cases were entered before the Bankruptcy Court. Of these 59 were actually heard. Twelve traders were adjudged bankrupt and two absconded.

The total liabilities appearing on the balance sheets produced in Court amounted to Rs.138,813.23.

After enquiry in open Court, six traders who had committed offences against the Bankruptcy Laws, were, on the recommendation of the Accountant in Bankruptcy, referred by the presiding Judge to the Procureur General for prosecution. They were either fined or sentenced to terms of imprisonment varying from seven days to six months.

It is noticeable that very nearly 50 per cent. of the traders against whom bankruptcy proceedings were entered are Chinese. The apparent reason for this is that the retail trade of the island is almost entirely in the hands of that section of the population.

Magistrates.—There is a Magistrates Court in each of the nine Districts, the Courts in Port Louis and in Plaines Wilhems each sitting in two divisions.

The jurisdiction of a Magistrate sitting alone is limited:—

(*a*) in civil cases, to actions wherein the sum of money or matters in dispute, do not exceed Rs.1,000 in value;

(*b*) in criminal matters, to offences for whose punishment the penal and other laws of the Colony provide imprisonment with or without hard labour not exceeding one year or a fine not exceeding Rs.1,000 (except in particular cases expressly provided for in any special enactment).

Certain offences not triable by a Magistrate sitting alone, and at the request of the Procureur-General whenever he may consider it expedient to do so, nearly all offences triable by a Magistrate sitting alone, are tried by a Bench of three Magistrates, whose jurisdiction is made to extend to the imposition of penal servitude not exceeding 3 years and a fine not exceeding Rs.3,000.

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An appeal lies of right to the Supreme Court within the limits stated above, both in fact and law, the several modes of reviewing the decisions being the same as in English Law. There is no system similar to the French Assistance Judiciaire but facilities are given to very poor litigants, both before the Supreme and the Inferior Courts to obtain leave to sue in *forma pauperis*. In supreme Court cases, counsel are ever ready to accept a pauper brief at the request of the Chief Judge, while in Assize cases counsel is always appointed without fee, for undefended prisoners. The Dependencies are visited periodically by a Magistrate.

The Dependency of Rodrigues is administered by a Magistrate who has the same jurisdiction in Rodrigues as a District Magistrate in Mauritius and whose duties are to a considerable extent administrative.

The Magistrates heard 6,524 civil cases and 11,107 ordinary criminal cases and petty offences, and held:—

181 coroners' inquests;

33 preliminary enquiries into crimes and serious misdemeanours.

Police.

Organization.—The Mauritius Police Force has an establishment of 21 Gazetted Officers and 596 other ranks most of whom are locally-born, and there are at present only 9 members classified as " Home-born " serving in the Force. The majority of the latter are officers posted from England or transferred from other Colonial forces.

As a result of increased responsibility in the maintenance of internal order the Department has been reorganized and is gradually being converted into a semi-military Force. A large proportion of the strength has been trained in the use of arms and there is also a Gas section, in consequence of which a certain number of the personnel have been taught the use of gas masks. In addition to the above and owing to the introduction of local wireless communication a unit of selected details has been trained in the use of wireless telegraphy. Each District is now provided with sections of armed police which may be mobilized at short notice.

The establishment is divided into Headquarters Staff, District Police, Criminal Investigation Branch, Revenue and Motor Vehicle Control Branch, Fisheries Branch, Clerical Branch, Training School, Harbour Police, Railway Police, Rodrigues Police and the Police Band.

Police Headquarters is situated at Line Barracks, Port Louis, and the District Police are distributed in 55 Stations of varying size and importance.

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Crime.—The total number of offences of all kinds reported to the police during the year 1938 was 24,351 which shows an increase on the figure for 1937 which was 23,052 and also on the average of 23,751 for the past three years.

More than half of these offences are of a minor character or refer to statutory and revenue contraventions.

The more serious offences are classified as follows:—

Offences against the person ...	...	11,120 in 1938
Offences against the person ...	...	10,348 in 1937
Offences against property ...	...	3,510 in 1938
Offences against property ...	...	3,713 in 1937

The number of persons prosecuted in connexion with these 24,351 offences was 8,969 of whom 7,949 were convicted, 514 otherwise disposed of and 506 pending trial at the end of the year.

Corresponding figures for the previous year were 8,310 persons prosecuted, 7,354 convicted, 591 otherwise disposed of and 365 pending trial at the end of the year.

Prisons.

Organisation.—The Mauritius Prisons Department has an establishment of four Gazetted Officers, who are appointed from England, and 108 other ranks recruited locally.

The Department is placed under the charge of the Commissioner of Police, who holds the appointment of Superintendent of Prisons, and is responsible for the management and control of the two penal institutions of the Colony, Port Louis and Beau Bassin Prisons.

Port Louis Prison provides separate cell accommodation for 154 male prisoners, association cells for 40 women in a special block, and contains the offices of the Department and quarters for two chief officers and two matrons.

Every male convicted prisoner is sent to this prison and on admission is classified as (1) adult felon, (2) adult hard labour, (3) adult misdemeanant, (4) juvenile felon or hard labour, (5) juvenile misdemeanant, or (6) special.

Felons are prisoners sentenced to penal servitude and misdemeanants are those sentenced to imprisonment without hard labour or for failing to pay fines.

Groups (1), (2) and (4) are subdivided into first offenders and recidivists.

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Prisoners classified in group (1) and recidivists of group (2) sentenced to 14 days and upwards normally serve their sentence at Beau Bassin which contains 756 separate cells for males only while all misdemeanants, special class and well-conducted adults and juvenile first offenders are accommodated at Port Louis.

Debtors, women and waiting trial prisoners are also given separate accommodation at Port Louis Prison.

Labour.—Hard labour consists of quarrying, stone breaking, cutting firewood, and agricultural work outside the prisons, and tailoring, boot, sail and mattress making, tin-smith work and black-smithing, carpentry and cabinet-making, blind, mat and basket making and baking inside the prison's workshop.

Population.—The number of persons admitted to Port Louis Prison during the year was 2,824, which is 265 more than in the previous year and 41 less than the average for the preceding five years. Of the 2,824 persons, 1,568 were convicted, of whom 1,050 were sentenced to imprisonment for one month or less. The convicted prisoners comprised 1,514 men and 54 women. The daily average population was 412·29 compared with 419·82 in 1937 and the number of persons in prison on 31st December, 1938, was 401 compared with 363 in 1937 and 379 in 1936.

Of the 401 persons in prison 389 were serving sentences and comprised 381 men and 8 women.

The number of persons who served sentences of imprisonment in lieu of paying fines was 672 including 19 women.

Health.—There were nine deaths in hospital as compared with ten in the preceding year.

Industrial School.

The Barkly Industrial School for boys is an institution for the training of juvenile offenders and vagrants, boys living in criminal surroundings, and those who cannot be controlled at home or in orphanages, etc.

The school is under the supervision of the Commissioner of Police and has a resident staff of one chief officer and 12 instructors and assistants. It occupies a group of buildings formerly used as a hospital and comprises large grounds which are fully cultivated as gardens, etc.

The number of boys in the school at the end of the year was 143, compared with 118 in 1937 and 91 in 1936. The number of admissions was 55 and discharges 30 for the whole year.

A visiting committee, established by law, looks after the general welfare of the inmates of the school and exercises a beneficent influence on the institution. The committee concerns itself especially with the difficult question of the employment of adult boys on discharge and the problem of after care of juveniles.

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XIV.—LEGISLATION.

Fifty-two Ordinances were passed by the Council of Government and assented to by the Governor between the 3rd of May and 31st of December, 1938.

The majority of these Ordinances deals with matters of domestic concern amongst which the following are of considerable importance.

Law and Order.—(i) Ordinance No. 8 of 1938 amends Ordinance No. 22 of 1874 and gives to the Governor additional powers of supervision over the affairs of Friendly Societies.

(ii) Ordinance No. 12 of 1938 amends the Conditional Release of Offenders Ordinance 1934 (No. 22) by excluding from the operation of the latter cases of violence against police officers, so as to ensure a greater measure of respect for members of the local police.

(iii) Ordinance No. 13 of 1938 gives the Governor in Council power to decree the total or partial cessation of lighting in the Colony on occasions of emergency or public danger.

(iv) Ordinance No. 17 of 1938 provides for the protection of the public against the inconvenience of unnecessary noise.

(v) Ordinance No. 21 of 1938 provides for measures of control over indiscriminate collection of funds where the persons collecting are remunerated for their services.

(vi) Ordinance No. 24 of 1938 amends the Gun Ordinance, 1922, and provides for the stricter control over firearms in the Colony, and more especially over their use in times of strikes or industrial unrest.

(vii) Ordinance No. 36 of 1938 provides for measures of protection for the members of the legal profession from disloyal and unfair competition of touts and other unauthorised persons.

(viii) Ordinance No. 43 of 1938 gives the Medical and Health Department a complete control over the stocks of dangerous drugs existing in the Colony.

Finance.—(1) Ordinance No. 14 of 1938 provides for the raising of an additional loan of Rs.1,600,000 for the purpose of further financing the Mauritius Agricultural Bank.

(2) Ordinance No. 42 of 1938 amends the Port Louis Sewerage Ordinance, 1905, and substitutes a definite rate of annual contribution to be paid by owners of premises in the town of Port Louis for the rate which heretofore varied in each particular case.

All these Ordinances have in view the social and economic progress of the population of this Colony and attempt to work to that end.

A list of the more important Ordinances is given in Appendix I to the report.

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XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are three private banks in the Colony, viz.:—

(*a*) The Mauritius Commercial Bank,
(*b*) The Mercantile Bank of India, and
(*c*) Barclays' Bank (Dominion, Colonial and Overseas).

The Mauritius Commercial Bank was established in 1838, and has a paid-up capital of Rs.2,000,000 made up of 10,000 shares of Rs.200 each. The total amount of deposits on 31st December, 1938, was Rs.7,194,660. The Mercantile Bank of India Limited took over the business of the Bank of Mauritius Limited on 3rd May, 1916. The total paid-up capital is £1,050,000. The deposits made locally on 31st December, 1938, amounted to Rs.2,765,084. Barclays' Bank (Dominion, Colonial and Overseas) has a paid-up capital of £4,975,500. The total deposits of the local Bank on 31st December, 1938, amounted to Rs.2,881,722. This Bank which is affiliated with Barclays' Bank, Limited was founded in 1925 and represents the amalgamation of the Anglo-Egyptian Bank, Limited, the Colonial Bank (incorporated by Royal Charter in 1836) and the National Bank of South Africa Limited. A branch of the last named bank was established in Mauritius in December, 1919. In February, 1926, its business was taken over by Barclays' Bank (Dominion, Colonial and Overseas) following the amalgamation already mentioned.

Offices of the Government Savings Bank are established in the nine districts with a head office in Port Louis. The total number of depositors at 30th June, 1938 was 40,551 compared with 39,382 in the preceding year, with deposits amounting to Rs.6,815,120 as against Rs.6,554,221. Interest is paid at the rate of 3 per cent. per annum.

The Mauritius Agricultural Bank, which was established under Ordinance No. 1 of 1936, commenced operations on the 5th January, 1937. The capital of the Bank (Rs.10,000,000) is provided by Government which raised loans at 3½ per cent. per annum for this purpose. Of these loans, the sum of Rs.3,600,000 was raised locally, the balance being raised in London. On the 15th April, 1938, a sum of Rs.20,000 as drawn bonds was refunded out of the Rs.3,600,000 raised locally. The annual interest and sinking fund charges amounting in all to Rs.368,740 for 1938-39 are met by the Bank.

The Bank, which is neither a Government institution nor a Government department, has been introduced to lower interest charges on agricultural advances which, it is considered, impose

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an undue burden on the sugar industry and unduly depress wages. Subject to the provisions of the ordinance which constituted it a corporate body, the Bank has completed discretion as to the conduct of its business and the nature and account of its loans. The consent of the Managing Director, who is appointed by the Secretary of State, is necessary to the grant of any loan. A measure of Government control, however, exists and is exercised by the following methods:—

(*a*) The members of the Board of Directors, other than the Managing Director, are appointed by the Governor, who determines the amount of their fees.

(*b*) While the Board appoints its own servants the amount of their salary is subject to the approval of the Governor.

(*c*) The funds of the Board are derived exclusively from the Government.

(*d*) The methods of account, the books to be maintained and the nature of the auditor's certificates are prescribed by the Government and the form of balance sheet is prescribed by the Treasurer.

Currency.

In March, 1934, an Ordinance was enacted to make provision with respect to the currency notes of the Colony and to place the issue of such currency notes upon a permanent basis. By this Ordinance the Currency Commissioners are required to issue, on demand, currency notes in exchange for sterling lodged with the Crown Agents in London, and to pay on demand sterling in London in exchange for currency notes lodged with them. The rate at which these exchanges are to be made is fixed at one rupee for one shilling and sixpence sterling, and the minimum transaction is £5,000 or its equivalent.

The Currency Commissioners are entitled to charge commission not exceeding one and three quarters per centum in addition to the cost of any telegram sent in connection with any transfer.

The effect has been to substitute for the Indian rupee a new paper rupee based on sterling and to limit official exchange fluctuations to a maximum spread of three and half per centum.

Local commercial practice is such that the effective rate of exchange is the rate at which the banks sell sterling and not the mean between the buying and selling rates. At the time the Ordinance was introduced the rate was Rs.13·70 for £1 by telegraphic transfer, or approximately one rupeee for one shilling and five pence halfpenny sterling. With a view to avoiding any sudden fluctuation in the actual rate of exchange, the commission which the Currency Commissioners were authorised to charge when selling sterling was fixed, in the first instance, at the maximum of one and three quarters per cent.

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making the effective official exchange rate Rs.13·57 for £1 in respect of amounts of £5,000 or over. The rate charged by the Currency Commissioners when buying sterling has been fixed at one quarter per cent.

The value of the currency is maintained by a Note Security Fund held by the Crown Agents and invested in Government Securities (other than those of the Colony). Profits arising from currency transactions and income from the investments of the Note Security Fund must be applied in the first instance to maintaining the Security Fund at the value equal to the face value of currency notes in circulation. If the value of the Note Security Fund reaches one hundred and ten per cent. of the face value of notes in circulation, all profits then accrue to the revenue of the Colony.

Subsidiary silver coinage was introduced under an Ordinance passed in September, 1934. The coins are not normally redeemable but the seignorage on the issue is invested.

The value of the currency notes of five rupees, ten rupees and one thousand rupees, in circulation on 31st December, 1938, was Rs.8,547,485 and that of Mauritius silver coins on the same date Rs.2,255,000.

The local unit of currency is the Mauritius rupee, equivalent to 1s. 6d. sterling, divided into 100 cents.

The coinage in circulation is the silver rupee, half rupee, quarter rupee and 20-cent and 10-cent pieces and the bronze 5-cent, 2-cent and 1-cent pieces.

Weights and Measures.

The metric system is in general use; the following special French and local measures are, however, still to be found:—

Measures of Length and Area:—

1 ligne Francaise	= 2·258 millimetres or 0·088 inch.
12 lignes	= 1 French inch.
12 French inches	= 1 French foot.
1 French foot	= 1·06 English feet.
1 lieu	= 2½ English miles (approx.).
1 gaulette	= 10 French feet.
1 arpent	= 40,000 square French feet or 1·04 acres.
1 toise	= 6 French feet or 2 yards 4 inches.

Measures of Capacity:—

1 barrique	= 50 gallons (cane juice, etc.).
1 tiercon	= 190 to 192 litres (molasses).
1 velte	= 7·45 litres (coconut oil).
1 bouteille	= 800 cubic centimetres (liquid).
1 chopine	= ½ bouteille.
1 corde	= 80 French cubic feet or 96·82 English cubic feet (firewood).

Measures of Weight:—

1 gamelle	= 5·250 kilogrammes.
1 livre	= 500 grammes or 1·10 English pounds.

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XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The revenue of the Colony for the year ended 30th June, 1938, amounted to Rs.17,259,849 and was Rs.1,699,249 more than the Estimates and Rs.1,336,065 more than that of the previous year.

The expenditure for the same period was Rs.26,640,996. Of this total, a sum of Rs.10,790,721 represents special expenditure in the form of stocks and advances written off, not foreseen at the time of the preparation of the Estimates. A sum of Rs.15,850,275 remains for comparison: this amount was Rs.265,010 more than the original estimate and Rs.343,843 more than the expenditure 1936-37.

The revenue during the financial year 1937-38 exceeded the normal expenditure by Rs.1,409,574. Taking into consideration the amount of stocks and advances written off as special expenditure and the depreciation on investments (Rs.28,599) the General Revenue balance was Rs.8,853,809.

Of the expenditure for 1937-38, Rs.5,012,242 was spent on " Personal Emoluments " and Rs.21,628,754 on " Other Charges ". The corresponding figures for 1936-37 were Rs.4,956,561 for " Personal Emoluments " and Rs.10,549,870 for " Other Charges ".

The following is a comparative statement of the revenue and expenditure for the last five years:—

Year.	*Revenue.* Rs.	*Expenditure.* Rs.
1933–34	16,567,110	14,634,339
1934–35	(*a*)22,964,244	20,650,954
1935–36	15,350,986	14,694,644
1936–37	15,923,784	15,506,431
1937–38	17,259,849	(*b*)26,640,996

(*a*) including Rs. 7,882,380—Special Revenue.
(*b*) including Rs. 10,790,721—Special Expenditure.

The Colonial Government pays a military contribution of 5½ per cent. of its total revenue (inclusive only of net excess of revenue on railways, irrigation, Mare aux Vacoas and other water works but exclusive of land sales and special export duty on sugar) towards the cost of the garrison maintained in the Colony by His Majesy's Government in the United Kingdom.

The amount paid as contribution in 1937-38 was £57,818 of which £48,000 was in respect of the estimated cost of the garrison for 1937-38 and £9,818 arrears of contribution of 1936-37.

Public Debt.

The Public Debt of the Colony on 30th June, 1938, was £3,093,768. Against this liability there was an accumulated Sinking Fund of £1,481,028 compared with £1,857,369 on 30th June, 1937.

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Statement of Balances as at 30th June, 1938.

Liabilities.	*Rs.*	*Assets.*	*Rs.*	*Rs.*
Other Governments ...	41,784	Advances ...		497,318
Remittances	11,343	Cash Balances, etc.	9,895,234	
Deposits	726,396	Deduct:		
General Revenue:		Balances of special funds, etc., in hands of Treasurer	759,220	
Balance	8,853,809			9,136,014
	Rs. 9,633,332			Rs. 9,633,332

Description of the Main Heads of Taxation and their Yield.

The main heads of taxation with their yield for the current year as compared with the preceding year are the following:—

	1936–37. *Rs.*	*1937–38.* *Rs.*
Customs—Import duties	4,631,890	5,132,278
,, —Export duties	1,129,011	1,183,376
Excise duty on rum	1,728,393	2,023,520
Licence duties	1,078,375	1,094,929
Tobacco excise	1,306,227	1,340,729
Taxes on vehicles and animals ...	446,089	414,126
Poll tax	551,165	562,087

Customs Duties.

The revenue from Customs duties for the year 1938 was Rs.4,848,716 for imports and Rs.1,143,427 for exports. The figures for the previous years were:—

	Import duty. *Rs.*	*Export duty.* *Rs.*
1937	4,925,422	1,223,156
1936	4,640,335	556,369

Customs Tariff (Summarised).

The following shows the rates of duty on the principal imports and exports on the 31st December, 1938:—

Imports.

Rice	R. 0·63c per 100 kilos.	Wines in casks up to 14°.	Rs. 10 to Rs. 15 per hectolitre.
Dholl	R. 1·— per 100 kilos.	Wines in cases up to 14° (still).	R. 0·30c per litre.
Flour	R. 1·— per 100 kilos.	Spirits (proof) ...	Rs. 5·— per litre.
Fertilizers ...	R. 0·10c to 1·— per 100 kilos.	Tobacco, manufactured.	Rs. 15·— per kilo.
Petroleum oil ...	Rs. 5·25 per hectol.	Tobacco, cigarettes.	Rs. 16·— per kilo.
Petroleum motor spirit	Rs. 14·— per hectol	Vegetable oil, other than olive.	Rs. 5·—to Rs. 10·— per 100 kilos.
Soap, common...	Rs. 2· to 3·— per 100 kilos.	Most manufactured articles.	5 to 50 per cent. *ad valorem*, with an average of about 15 per cent.

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EXPORTS.

*Sugar ... R. 0·46c per 100 kilos. †Aloe fibre ... Rs. 3·— per 1,000 kilos.

NOTE.—*The duty on sugar is only for special purposes as under :—
R. 0·03 per 100 kilos for destruction of *Phytalus Smithi*;
R. 0·03 „ „ „ „ the College of Agriculture ;
R. 0·04 „ „ „ „ the Sugar Industry Reserve Fund ;
R. 0·36 „ „ „ in refund of loans.

† The duty on aloe fibre is in refund of loan to the hemp industry.

Principal Preferential Rates on Imports.

Articles.	*Duty.* *Preferential.*	*General.*
Motor vehicles of all kinds, excluding tyres and tubes.	6 per cent. *ad valorem.*	36 per cent. *ad valorem.*
Tyres and tubes of all kinds.	5 „ „	33⅓ „ „
Silk manufactures, including artificial silk.	15 „ „ Or 50 cents per kilo. whichever is the higher.	50 „ „ Or R.1·50 per kilog, whichever is the higher.
Indigo	R.1 per kilo.	Rs. 2·50 per kilo.
Cement	R. 0·30 per 100 kilos.	R. 1 per 100 kilo.
Cinema films	Free.	R. 0·04 per metre.
Machinery, Industrial	Free.	5 per cent. *ad valorem.*
Cotton manufactures	5 per cent. *ad valorem.*	25 per cent. *ad valorem,* and also specific rates in certain cases.
Hardware	5 „ „	30 per cent. *ad valorem.*
Coal	10 cents per 100 kilos.	50 cents per 100 kilos.

The margin of preference on the following goods has been conventionalized:—

Asphaltum and bitumen ;
Disinfectants, when proved to the satisfaction of the Collector of Customs to have been imported for use as such ;
Electrical :—
(*a*) Stoves and household appliances ;
(*b*) Wireless apparatus and parts and electrical goods of every other description except bulbs ;
Fruits :—
(*a*) Apples and Pears ;
(*b*) Other dried fruits ;
(*c*) Bottled, tinned, canned or otherwise preserved, except dried or crystallized, but including pulp and candied peel (not in sugar) ;
Fungicides, when proved to the satisfaction of the Collector of Customs to have been imported for use as such ;
Blacking and Polish ;
Clay, pipe and fire (unprepared).
Rosin ;
Insecticides, when proved to the satisfaction of the Collector of Customs to have been imported for use as such.
Typewriters ;
Amophos ;
Bacon and Hams (not tinned) ;

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Accessories, component parts and spare parts other than tyres and tubes for motor vehicles and chassis (except tractors, motor cycles and side-cars) ;
Mineral Oils :—
(*a*) Oils, lubricating ;
(*b*) Lubricating greases ;
Rubber, other manufactures of ;
Tobacco :—
Unmanufactured, not butted or stemmed ;
Varnish ;
Motor tractors, spare parts and accessories thereof, when proved to the satisfaction of the Collector of Customs to have been imported exclusively for agricultural purposes.

Excise and Stamp Duties.

The duty on rum for home consumption for potable use is Rs.2·75 per litre of 23 degrees Cartier and an additional duty of 12 cents. per litre for every degree above 23 degrees Cartier.

A new distillery opened in September, 1938. Four distilleries worked periodically during the year. These four distilleries form annexes to sugar-mills; in all cases spirits are distilled from molasses and the strength of the spirits produced varies from 30 to 42 degrees Cartier. The bulk is produced at 39 degrees Cartier or below and reduced to 23 degrees Cartier, and is consumed locally as potable rum, though it has the general characteristics of rectified spirits. The remainder of the spirits produced is either exported or used after having been denatured and compounded for lighting, heating and power purposes; for the preparation of medicinal tinctures, drugs, perfumed spirits or for the manufacture of vinegar. The attempts made to find an export market for the locally-prepared alcohol were more successful during the year under review.

The quantity exported was 96,923 litres for the period July, 1937 to June, 1938, as compared with 60,556 litres for the previous period.

The duty on spirits to be denatured for heating and lighting purposes is 4 cents per litre at 36 degrees Cartier, and an additional duty of 4 cents per hectolitre or fraction thereof for every degree above 36 degrees Cartier.

Owing to the quantity of electrical power available and the organization for its distribution, comparatively little use is made of locally produced alcohol for lighting purposes. Where electrical power is not available kerosene is a more popular illuminant. The poorest classes, who require little illumination since they mostly retire at nightfall, use coconut oil or similar local product. There is little call for artificial heating of houses and most cooking is done by locally-produced wood charcoal on charcoal stoves. Locally-produced alcohol might be used largely for cooking purposes were a satisfactory type of stove available.

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The import duty on denatured or methylated alcohol is R.0·30 cents per litre.

The quantity of spirits denatured for heating and lighting purposes during the last two years is shown below:—

1936–37.		1937–38.	
Litres.	*Excise duty.* Rs.	*Litres.*	*Excise duty.* Rs.
180,400	7,406·16c.	199,600	8,227·48c.

The duty on spirits to be denatured for use as motor fuel is 4 cents per litre at any degree Cartier. Attempts on a commercial scale to utilize locally-produced alcohol in various forms for power purposes have been in progress for about twenty years but have had comparatively little success. The increasing use of heavy fuel oil and compression ignition type engines make any further development in the use of the local alcohol improbable in present circumstances. Protection is given to the local industry by imposing a customs duty on imported motor spirits of Rs.14 per hectolitre.

The following statement shows the quantity of spirits denatured during the last two years for use as industrial alcohol:—

1936–37.		1937–38.	
Litres.	*Excise duty.* Rs.	*Litres.*	*Excise duty.* Rs.
330,600	13,224	417,200	16,688

The duty on alcohol for the preparation of medicinal tinctures and drugs is 10 cents per litre at any degree, but the duty on alcohol delivered for the preparation of " alcoholats " in accordance with the formulae laid down in the British Pharmacopoeia or the French Codex or any other medicinal tinctures and drugs as notified in Gazette is Rs.2.50 per litre at 23 degrees Cartier, with an additional duty of ten cents per litre for every degree above 23 degrees Cartier.

With the exception of certain traditional local preparations locally-produced tinctures, etc., have provided little competition with the imported articles which pay an import duty at 12·5 per cent. *ad valorem.*

The following table shows the quantity of alcohol used during the last two years for the preparation of medicinal tinctures and drugs:—

1936–37.		1937–38.	
Quantity.	*Excise duty.* Rs.	*Quantity.*	*Excise duty.* Rs.
Litres 5,487	1,295·10c.	Litres 4,831	1,823·30c.

The duty on alcohol delivered for the manufacture of perfumed spirits is fifty cents per litre. The position as regards locally-produced perfumed spirits is similar to that of medicinal

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tinctures. One or two preparations are in popular local demand but in spite of the fairly high protective import duty of 30 per cent. *ad valorem* there is little demand for other products. Attempts have been made to find an export market but without success.

The quantity of spirits issued for the manufacture of perfumed spirits during the last two years was as follows:—

1936–37.		*1937–38.*	
Litres.	*Excise duty.* Rs.	*Litres.*	*Excise duty.* Rs.
4,901	2,450·50c.	5,415	2,707·50c.

The duty on vinegar is Rs.1.70 per hectolitre on vinegar not exceeding 8 degrees of strength by Salleron's acidimeter, and an additional duty of 18 cents per degree and per hectolitre on all vinegar above 8 degrees.

Locally produced vinegar is manufactured exclusively by the low oxidation of alcohol. The production for the past years were:—

	Litres.	*Amount of duty.* Rs.
July, 1936 to June, 1937	23,800	411·45c.
„ 1937 „ 1938	18,938	321·96c.

The corresponding import duty on vinegar is Rs.5 per hectolitre full rate and Rs.2 preferential rate.

The number of litres of spirits distilled in 1937-38 (July to June) was 1,337,923 litres, as compared with 1,092,298 litres in 1936-37.

The duty on wine and other liquor (excepting rum and compounded rum) manufactured in the Colony, which contain more than 4 degrees of alcohol according to Gay-Lussac's alcoholometer is as follows:—

On all such liquor exceeding 14 degrees a duty at the same rate and on the same scale as the Customs duty on wine payable under the Customs Tariff Ordinance. Practically no grapes are grown in Mauritius and the local wine is produced from imported dried fruits principally raisins, sugar and other ingredients. Attempts to produce wine from local fruits such as pineapples, guavas, bananas, etc., have not been successful. The wine industry has not prospered to the extent anticipated two years ago on accocunt of too keen competition, resulting in inferior quality, and this together with the increased spending power of the populace has resulted in a transfer of popular taste from wine to rum. Efforts continue to be made in order to improve the quality and in studying the many variations in fermentation largely caused by difference in temperature, atmospheric humidity, etc.

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Local Wine Issued:—

	Litres.
July, 1936 to June, 1937	536,876
„ 1937 „ 1938	355,647

An excise duty of Rs.4 per kilo is charged on leaf tobacco used for the manufacture of tobacco for local consumption.

The quantity of tobacco manufactured in the year 1938 was 385,020·2 kilos as compared with 372,752·4 kilos in 1937.

The excise duty collected on tobacco during the last two financial years is given below:—

1936–37.	*1937–38.*
Rs.	*Rs.*
1,306,226·80	1,340,729·40

The Tobacco Warehouse, controlled by the Tobacco Board, has proved a most useful institution for the grading and general control of tobacco grown in the Colony. It ensures for the planters a ready market for their crop, and for the manufacturers an assured source of supply at controlled prices, of graded leaf. In spite of its efforts, the Board has so far been unable to gain an export trade.

The Stamp Laws were amended and consolidated by the passing on 23rd November, 1926, of Ordinance No. 22 of 1926.

This Ordinance was put into force on 23rd July, 1927, by Proclamation No. 32 of 1927.

Stamp duties are of three kinds:—

(1) A duty in proportion to the size of the paper used;
(2) A fixed duty; and
(3) An *ad-valorem* duty.

The Stamp Ordinance No. 22 of 1926 was amended in 1932 by the passing of Ordinance No. 26 of 1932 to provide for the increase from 4 to 10 cents of the stamp duty on cheques drawn on banks in and out of the Colony, and on receipts as defined in Article 2 (5) of the Stamp (Consolidated) Ordinance, 1926.

House Tax

In June, 1937, an Ordinance was passed to abolish as from the 1st of January, 1938, the House Tax of 1 per centum per annum levied on all buildings assessed over Rs.1,000.

The tax was abolished in order to afford some measure of relief from direct taxation to a number of tax-payers.

The amount of tax collected from the 1st of July to the 31st of December, 1937, was Rs.60,540.

When the law imposing the tax ceased to operate on the 1st of January, 1938, arrears amounting to Rs.153,157 were still outstanding and it was accordingly decided to retain the

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organization necessary for the collection of these arrears of which a sum of Rs.76,462 was written off as irrecoverable in May, 1938. The amount collected from the 1st of January to the 30th of June, 1938, amounted to Rs.21,454.

Graduated Poll Tax

A Graduated Poll Tax was first imposed in 1934-35 on all incomes derived from or received in the Colony, a non-resident being therefore chargeable to the extent that his income is derived from the Colony. It is an unusual form of tax but similar in many respects to an income tax. The amount payable is graduated according to income on a scale set out in the Ordinance. It rises from Rs.50 on incomes exceeding Rs.5,000 but not exceeding Rs.7,000 to Rs.5,150 on incomes exceeding Rs.60,000 but not exceeding Rs.70,000. The tax on all incomes exceeding Rs.70,000 is Rs.6,150.

The law regarding the computation of the assessable income is largely based on English Income Tax Law but no allowance is made for wear and tear nor can losses be carried forward and set off against profits of succeeding years. The basis of assessment is the income arising in the year preceding the year of assessment.

Companies are treated as persons and pay tax on the same scale as is applicable to individuals but dividends paid are allowed as an expense in computing the taxable profits of local companies.

No additional allowance is made for wife, children or for similar personal allowances.

One-half of the tax must be tendered with a return from the tax-payer on the 31st of October of each year, the other half being payable six months later. The Commissioner may refuse the return and raise an assessment subject to a right of appeal to the Supreme Court.

Yield.—The amount collected in each year of assessment since the inception of the tax has been as follows:—

	Rs.
1934–35	540,565
1935–36	429,502
1936–37	551,165
1937–38	562,087

For 1938-39 the estimated yield is Rs.665,000.

XVII.—MISCELLANEOUS

The Marquess of Dufferin and Ava, Parliamentary Under-Secretary of State for the Colonies, accompanied by Mr. J. W. D. Locker, M.B.E., of the Colonial Office, paid a short visit to Mauritius from the 28th January to the 8th February, 1938.

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The island was also visited on the 23rd February by the Fourth Division of Cruisers of the French Navy composed of the *Georges Leygues, Montcalm* and *La Gloire* under the command of Rear-Admiral R. E. Godefroy. The division left the Colony on the 26th February.

The Colony participated in a " Foire-Exposition " held in the neighbouring French island of Reunion during the months of September and October, 1938. Four delegates under the leadership of the Chief Judge were appointed by the Governor to represent the Colony at the exhibition.

During the year, His Majesty the King was graciously pleased to approve of the award of the King's Police Medal for gallantry to Mr. E. E. Cesar, Superintendent of Police, and Mr. A. E. Stafford, Assistant Superintendent of Police. The insignia of Member of the Civil Division of the Order of the British Empire was also conferred upon Mrs. Maingard de la Ville-es-Offrans.

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APPENDIX I

Fifty-two Ordinances were passed by the Council of Government and assented to by the Governor during the year 1938, the more important of which are tabulated as follows:—

No.	TITLE.
7.	To make provision for the formation, registration and regulation of employers' and employees' Industrial Associations; for the prevention and settlement of disputes between such associations; for the remuneration and regulation of conditions of employment, and for the formation, registration and regulation of associations of Government employees.
8.	To amend Ordinance No. 22 of 1874.
12.	To amend the Conditional Release Offenders Ordinance, 1934.
13.	To provide for the total or partial cessation of lighting in the Colony by Regulation of the Governor in Council on occasions of emergency or public danger or by way of experiment or practice for such occasions.
14.	To empower the Colonial Government to raise a loan not exceeding the sum of Rs.1,600,000 for the purpose of financing the Mauritius Agricultural Bank.
17.	To secure the protection of the Public from the inconvenience of unnecessary noise.
19.	To provide for the protection and preservation of ancient monuments.
22.	To consolidate and amend the law regulating the importation of textiles.
24.	To amend the Gun Ordinance No. 36 of 1922.
27.	To regulate the manufacture of Medicinal Tinctures and Drugs in the Colony.
28.	To amend the Law on Fisheries.
30.	To provide for the establishment and organisation of a Department of Electricity and Telephones.
31.	To control the use of Telephones in the Colony.
33.	To consolidate the laws on Vinegar.
34.	To regulate the law as to Perfumed Spirits.
35.	To consolidate the law on Denatured Spirits.
36.	To prohibit the practice of touting and intermeddling with justice.
43.	To control and regulate the maintenance and disposal of stocks in respect of Dangerous Drugs in the Colony.
47.	To consolidate and amend the law on Labour.
49.	To amend the Pensions Ordinance, 1936.
52.	To prescribe the Tariff under which duties are now levied on goods imported into or exported from the Colony.

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APPENDIX II

LIST OF PUBLICATIONS RELATING TO MAURITIUS WHICH ARE OF GENERAL INTEREST.

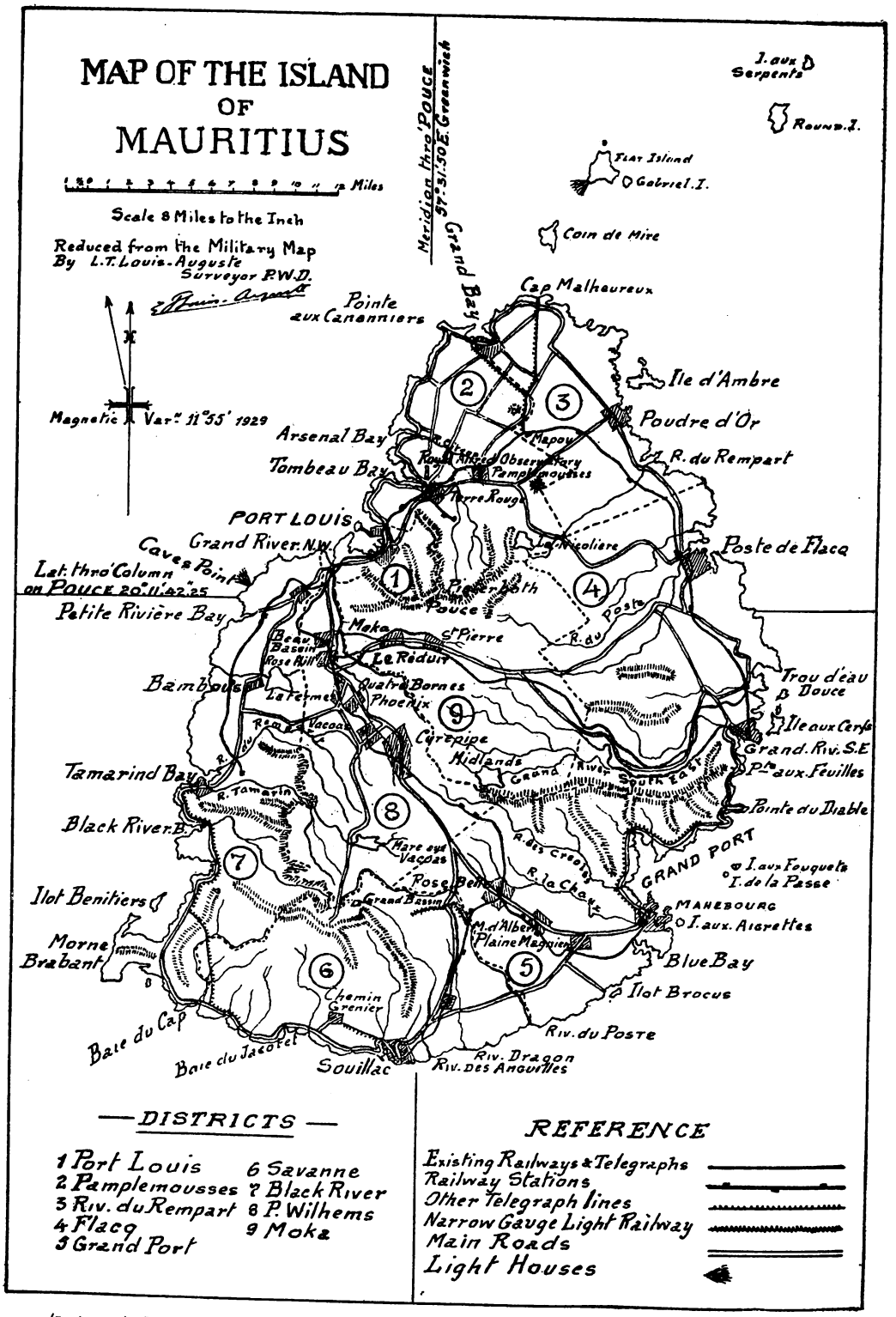
Title.	Publishers or Agents for Sale.	Price.
T'Eylandt Mauritius: Esquisses Historiques, 1698–1710.*	Out of print.	—
L'Ile de France: Esquisses Historiques, 1715–1833. By Albert Pitot.*	ditto	—
Statistiques de l'Ile Maurice et ses Dependences (Mauritius, 1886). By Baron d'Unienville.*	ditto	—
Le Folk-lore Mauricien (Maisonneuve, Paris, 1888).	ditto	—
Le Patois Créole Mauricien (Mauritius, 1880). By Charles Baissac.	ditto	—
Renseignements pour servir a l'histoire de l'Ile de France et ses Dependences (Mauritius, 1890). By Adrien d'Epinay.	ditto	—
Mauritius Illustrated. By A. MacMillan.*	ditto	—
Annual Reports on the Social and Economic Progress of the People of Mauritius.*	His Majesty's Stationery Office, London.	2s. (approx.).
Financial situation of Mauritius; Report of a Commission appointed by the Secretary of State for the Colonies, December, 1931.*	ditto	4s. 6d.
Mauritius Blue Book*	Crown Agents for the Colonies.	Rs. 6 (approx.).
A School History of Mauritius. By W. H. Ingrams.*	MacMillan & Co., London.	2s. 6d.
Report on the Anophelinae of Mauritius and on certain aspects of Malaria in the Colony. By Malcolm E. MacGregor.*	Colonial Secretary's Office, Mauritius.	Rs. 10.
Report on Medical and Sanitary matters in Mauritius. By Andrew Balfour, C.B., C.M.G., M.D., B.Sc., F.R.C.P.E., D.P.H.*	ditto	Rs. 15.
Mauritius Almanach and Commercial Handbook. By Andre Bax.*	The General Printing and Stationery Co., Ltd., Mauritius.	Rs. 10.
L'Ile Maurice (Mauritius, 1921). By W. Edward Hart.*	ditto	Rs. 3.
Island of Mauritius. By Raymond Philogene.*	ditto	—
Ile de France—Documents pour son Histoire Civile et Militaire. By Saint Elme le Duc.*	Government Printing Office, Mauritius.	Rs. 10.
Sea Fights and Corsairs of the Indian Ocean. By H. C. M. Austen, C.B.E.	Mauritius.	Rs. 50.

* May be consulted in the Colonial Office Library.

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Title.	Publishers or Agents for Sale.	Price.
La Pluie a l'Ile Maurice, Lat. 20° 5′ 39″ S. Long. 57° 33′ 18″ E., By Marc Herchenroder.	The General Printing and Stationery Co., Ltd.	Rs. 5.
Port Louis—Deux Siecles d'Histoire, 1735–1935. By A. Toussaint.	The Auction Mart, Port Louis.	1st Edition, Rs. 25. 2nd Edition, Rs. 8.
L'Ile Maurice Guide Illustré. By C. Charoux.	The General Printing and Stationery Co., Ltd.	Rs. 1.
Report of the Commission of Enquiry into Unrest on Sugar Estates in Mauritius, 1937.	Government Printing Office, Mauritius, and Crown Agents for the Colonies.	Rs. 5.

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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA

Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA

Report by Major G. St. J. Orde Browne, O.B.E.
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NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION

Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES

Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES

Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE

Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS

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Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

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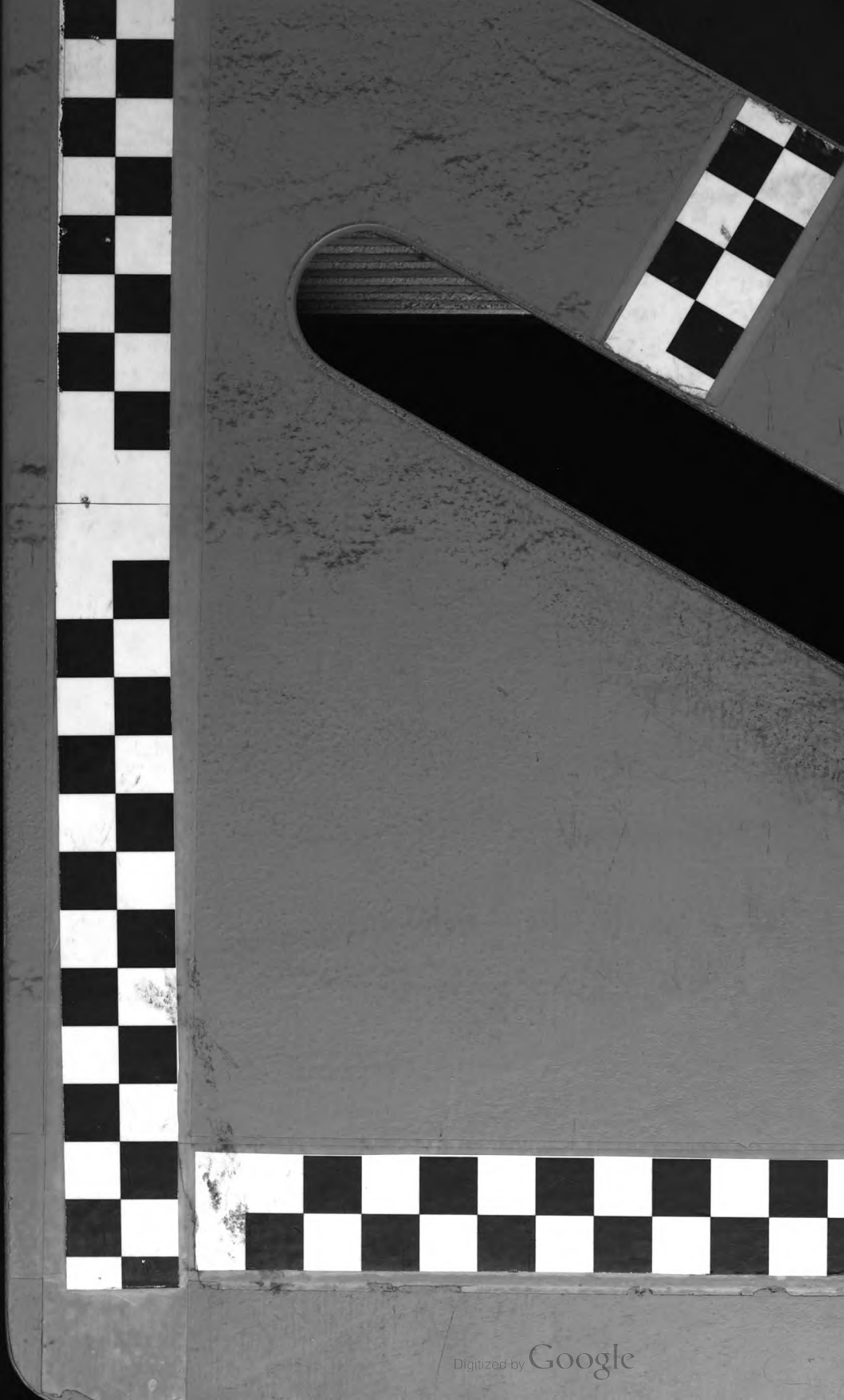
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Statement to accompany the Estimates for Colonial and Middle Eastern Services, 1939 [Cmd. 6023] 1s. 6d. (1s. 8d.)

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Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

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Return showing the composition, etc. [H. of C. 169, 1937/38] 6d. (7d.

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE UGANDA PROTECTORATE FOR 1938.

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

The Territories comprising the Uganda Protectorate are surrounded by the Anglo-Egyptian Sudan, Kenya, the Tanganyika Territory, Ruanda–Urundi (under Belgian Mandate) and the Belgian Congo. The Protectorate extends from about parallel 1° south latitude to the northern limits of the navigable waters of the Albert Nile at Nimule. The eastern boundary runs from Mount Zulia on the Sudan border along the Turkana Escarpment to the crater of Mount Elgon (14,178 feet) and thence follows the Malawa and the Sio rivers into the north-eastern waters of Lake Victoria. The outstanding features on the western side are the Nile-Congo watershed, Lake Albert, the River Semliki, the Ruwenzori Range (16,794 feet), and Lake Edward.

The area of the Protectorate is approximately 93,981 square miles, of which 13,680 square miles are water. The Protectorate forms part of the central African table-land, the greater part having an altitude of between 3,500 and 4,500 feet above sea level.

Climate.

Climatic conditions are not uniform, but the temperature is moderate and varies only slightly throughout the year. The mean maximum temperature for most districts averages 83° F., and the mean minimum 63° F. On the Ruwenzori range there is extreme cold with perpetual snow.

The highest "absolute maximum" registered in 1938 was 99·2° F. at Mbale and the lowest "absolute minimum" 40·0° F. at Kabale. The annual range at four representative stations is as follows:—

	JANUARY.		JULY.	
	Abs. Max. °F.	*Abs. Min.* °F.	*Abs. Max.* °F.	*Abs. Min.* °F.
Entebbe ...	86·8	59·0	80·4	58·4
Tororo ...	92·0	53·0	84·5	56·1
Fort Portal	84·8	46·0	80·1	47·9
Masindi ...	93·0	56·0	85·9	59·3

The wettest areas were the shores of Lake Victoria and small areas round Hoima (Western Province) and Lugazi (Buganda) where the rainfall was over 60 inches. The driest areas were Karamoja, Butiaba District, the counties of Kashari and Nshara in Ankole District, Kabula in Masaka District, and Buruli county in Buganda, where the rainfall was under 30 inches. In other parts the rainfall was between 35 and 45 inches.

1938 was marked by a scarcity of rain, especially in the early months. The mean rainfall was 11 per cent. below normal.

History.

Eighty years ago the name of Uganda was unknown in Europe. In 1862 Speke and Grant, coming from the south, were the first

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Europeans to reach the capital of Mutesa, the ruler of Buganda, not far from the present Kampala, and were astonished to find themselves among an organized and comparatively civilized people. They passed on to the Sudan and Egypt and so solved the problem of the ages—the discovery of the source of the Nile. Samuel Baker discovered Lake Albert in 1864 and Egyptian plans for the annexation of much of present-day Uganda followed. Under such famous governors as Baker, Gordon, and Emin, the Egyptian flag flew in the Nile district from 1872 to 1889.

Stanley visited Uganda in 1875 and told the Christian world of the openings for missionary enterprise in Mutesa's dominions. The first English Protestant missionaries arrived in 1877, followed in 1879 by French Roman Catholics. Mutesa died in 1884 and was succeeded by his son Mwanga.

Christianity had meanwhile made headway, but Mwanga proved unfavourable to it, and for his father's tolerance substituted persecution and even massacre of the missionaries' adherents. In 1888, his people turned on him and he fled to the south of Lake Victoria; but, the Arab traders and native Mohammedans gaining the upper hand, the missionaries and native Christians were also driven out. In the same year control of the British sphere in East Africa had been assigned by Royal Charter to the Imperial British East Africa Company, and when the Anglo-German Agreement of 1890 confirmed the inclusion in the British sphere of present-day Kenya and Uganda, Captain (now Lord) Lugard was despatched to establish the Company's influence in Uganda. He found Mwanga recently restored with the help of his fugitive Christian subjects, and concluded a treaty with him within a few days of his arrival.

In 1891 Lugard visited the western limits of the British sphere and at the south end of Lake Albert found a remnant of Emin's Egyptian (Sudanese) troops. These he enlisted and brought into Buganda. In January, 1892, soon after his return to Kampala, war broke out between the Protestant and Roman Catholic factions. The latter were defeated, and fled, taking Mwanga with them. Peace was concluded and Mwanga restored in March, 1892.

Meanwhile the Company, crippled by the cost of occupation, gave notice of its intention to evacuate Uganda, and Sir Gerald Portal was despatched to Uganda as Imperial Commissioner to make proposals for its future governance. On 1st April, 1893, he assumed on behalf of the British Government the obligations and responsibilities of the Company in Buganda and the Union Jack replaced the Company's flag at the fort, which may still be seen on Old Kampala Hill. The formal establishment of a Protectorate, but over Mwanga's kingdom only, was deferred until 18th June, 1894. Meanwhile Bunyoro had been conquered and its ruler, Kabarega, driven out. In 1896, the Protectorate was extended to most of the other regions which are now included within the present "Uganda", and this term was thereafter applied to the whole territory, Mwanga's kingdom, which is the present Buganda Province, being referred to as Buganda.

In July, 1897, Mwanga fled from his country for the third and last time, and in the following August his infant son Daudi Chwa, the present Kabaka (or Ruler) of Buganda, was proclaimed in his

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stead. A few months later the very existence of the Protectorate was threatened by a mutiny of the Sudanese troops. They occupied Luba's fort in Busoga and murdered their Commander, Captain Thruston. Indian troops were hurried to Uganda but the position was not restored until February, 1898.

The heavy and unproductive military expenditure on Uganda led the Home Government to conclude that the time had come to reorganize the administration and Sir H. H. Johnston reached Kampala as Special Commissioner at the end of 1899. The affairs of Buganda were settled by the Uganda Agreement, 1900, and the foundations were laid of the present administrative system.

II.—GOVERNMENT.

When the first European travellers arrived, they found among the Bantu races, notably the Baganda, developed political organizations above the average in Africa. Within the principal tribes there existed central monarchy and government machinery resembling the feudal system. British administration has utilized and developed these indigenous institutions. When the country was pacified, it devolved upon Sir H. H. Johnston to define the functions of the Native Government of Buganda, and of the native rulers of Toro, and Ankole, and their relations with the suzerain Power. Agreements to effect this were formally concluded during 1900 and 1901. An Agreement with Bunyoro was concluded with the Mukama (Ruler) of Bunyoro in 1933.

In 1907, Sir H. Hesketh Bell was appointed the first Governor. In 1921, Executive and Legislative Councils were established, the latter consisting partly of official members and partly of nominated unofficial members, with an official majority.

The Protectorate is divided into four* Provinces—Buganda, Eastern, Western and Northern. Buganda is on a different footing from the remainder, since, under the 1900 Agreement, the Kabaka exercises in Buganda direct rule over his people "to whom he shall administer justice through the Lukiko, or Native Council, and through others of his officers in the manner approved by Her Majesty's Government".

All chiefs are appointed by the Kabaka with the approval of the Governor, and the Kabaka, with the Governor's consent, has the power to make laws governing his people in Buganda.

In other Provinces, Native Administrations are recognized in stages of development varying with the advancement of the tribes. There are native rulers in Ankole, Toro and Bunyoro each with his Council, and Native Administrations in other districts or tribal areas, the Councils being composed of the county chiefs and their sub-chiefs. The Councils have no legislative powers except that, subject to the Governor's consent, they may alter native law by resolution and fix penalties for its breach. The Councils are permanently in session to deal with magisterial and routine matters, and submit to the

*At the begining of 1939 the Western and Northern Provinces were amalgamated under the name "Western Province."

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District Commissioner, or the native ruler, their views on such subjects as:—

(*a*) proposed alterations to tribal customary law;

(*b*) matters affecting the expenditure of Native Administration funds for the benefit of the tribes;

(*c*) agricultural and veterinary development and labour questions;

(*d*) food crops and famine.

Estimates are compiled annually for all Native Administrations and submitted to the Governor for approval.

The following is a summary of these estimates for 1938:—

Revenue	...	...	£524,933
Expenditure	...	...	£525,871

The expenditure includes both recurrent and extraordinary charges.

The main sources of revenue are poll tax rebate; *busulu* (a tax levied in certain districts in lieu of tribal obligations); luwalo* commutation (the amount payable by certain classes of persons in lieu of customary labour service); and fines and fees imposed by Native Courts. All Native Administration accounts are audited by the Protectorate Auditor.

III.—POPULATION.

The African population estimated at 3,725,798 in respect of the current year is divisible into three racial groups—Bantu, Nilotics, and Half-Hamite. The most numerous are the Bantu, comprising the Baganda, Banyoro, Batoro, Banyankole, Basoga and Bagishu and other smaller tribes or sections south and west of the Victoria Nile, and in certain districts in the Eastern Province. To the north and west are the principal Nilotics—the Lango, Acholi, Alur, Lugbara and Madi. The Teso people of the Eastern Province constitute the most important Half-Hamite unit; the others are scattered over a wide area adjacent to Kenya, from the Sudan boundary in the extreme north-east to Mount Elgon. Mention should also be made of the interesting Bahima and the allied peoples of the Western Province. The ruling families of Buganda, Bunyoro, Toro and Ankole are descended from Hima stock.

Births and deaths are registered by the chiefs, with a fair degree of accuracy. According to these figures, births this year exceeded deaths by 33,671 and the population increased by 9·3 per thousand: the corresponding figures for 1937 were 23,334 and 6·4.

The infant mortality rate was 147·18 per thousand live births. It has been falling since 1926, when it was as high as 276.

Birth Rate Per 1,000 Population.

1934.	*1935.*	*1936.*	*1937.*	*1938.*
26·05	26·43	26·42	25·38	26·70

Death Rate Per 1,000 Population.

1934.	*1935.*	*1936.*	*1937.*	*1938.*
20·58	20·66	19·60	18·95	17·50.

*As from the 1st January, 1939, the customary labour service and its alternative commutation by money payment have been abolished and a Native Administration Tax has taken its place. This tax is commutable by labour only in the case of persons who, though physically fit, are genuinely unable to pay.

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The European population is 2,111 and the Asiatic 17,256. There were 25 deaths of Europeans and 211 of Asiatics; and 33 and 1,012 births respectively.

IV.—HEALTH.

There were 1,190,094 new cases (including examinations) at hospitals and dispensaries and 2,184,984 re-attendances.

The principal causes of death in hospitals during the last five years have been:—

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
Pneumonia	356	346	320	369	461
Accidents	143	173	162	148	170
Plague	29	41	34	9	8
Syphilis	55	43	60	41	32
Dysentery	28	48	49	58	31
Malaria	107	116	142	134	115
Tuberculosis	89	62	94	112	78
Cerebro-spinal meningitis ...	43	76	114	115	139
Cancer	17	26	30	16	16
Child-birth	67	78	74	75	68
TOTAL	1,550	1,724	1,833	1,799	1,868

There were 153 cases of blackwater fever with 32 deaths, including five Europeans, none of whom died.

Trypanosomiasis.—Incidence and mortality for the past five years:—

Year.	*Reported deaths.*	*New cases.*	*Suspected cases.*
1934	127	714	59
1935	72	635	40
1936	58	1,057	870
1937	14	716	—
1938	5	684	—

Distribution of new cases in 1937 and 1938:—

	1937.	*1938.*
West Nile	700	656
Gulu	2	4
Chua	7	23
Madi	9	—
Lake Edward-George area ...	4	—
Origin uncertain	3	1

Plague.—385 cases and 376 deaths were reported; most of the Northern Province remained free from the disease, and no cases were reported from the Western.

Typhus.—There were two cases, neither from Kigezi where the local disinfestor continues to be used effectively.

Relapsing Fever.—493 cases reported.

Epidemic cerebro-spinal meningitis.—385 cases reported; 167 deaths.

Leprosy.—1,702 lepers attended Government hospitals.

Typhoid fever.—138 cases with 35 deaths.

Tuberculosis.—461 cases of pulmonary and 100 of other forms of tuberculosis were treated at Government hospitals, where 78 died.

Small-pox.—No cases.

Pneumonia caused 461 deaths among the 2,037 cases admitted to hospital.

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Among affections of the nervous system and organs of sense were 32,117 eye cases, including 3,560 of trachoma.

There are Government European hospitals at Entebbe, Kampala, Jinja and Mbale with a total of 34 beds; Government Asiatic hospitals at Entebbe, Kampala, Masaka, Jinja, Mbale, Soroti, Lira and Masindi with 59 beds; and 23 Government African hospitals with 1,296 beds.

Attendances of Europeans and Asiatics at Government hospitals were 3,407 and 9,384 respectively.

There are 102 Government dispensaries, many with beds to which cases can be admitted. Ambulances, provided by the Native Administrations in Busoga, Teso and Lango and the Central District for conveying serious cases from dispensaries to station hospitals, are also used to maintain adequate supplies of drugs and dressings at dispensaries.

The Church Missionary Society maintains hospitals for Europeans, Asiatics and Africans at Namirembe, Fort Portal and Kabale and for Asiatics and Africans at Ngora in Teso District. The Mill Hill Mission maintains a hospital for Asiatics and Africans at Nsambya (Kampala) and at Nkokonjeru in Mengo District.

The Church Missionary Society has established leper colonies on an island in Lake Bunyonyi in Kigezi, and at Kumi and Ongino in Teso, and the Franciscan Sisters have a colony at Nyenga in Mengo District. At Buluba in Busoga District the Sisters provide medical attention at a settlement controlled by the Native Administration. Drugs are supplied by the Medical Department.

The Department attaches particular importance to ante- and post-natal welfare work, and to the supervision of school children. Twelve country maternity centres are supervised by its staff. The Church Missionary Society maintains the Lady Coryndon Maternity Training School and its 21 dependent centres, and the Mill Hill Mission maintains a similar school and 14 centres in the districts. 18 girls from these two establishments obtained the certificate of the Midwives Board.

The numbers of women admitted for child-birth were:—

Lady Coryndon Maternity Training School and centres ...	1,871
Nsambya Maternity Training School and centres ...	2,335
Government hospitals and centres	3,010
TOTAL	7,216

This represents 7·3 per cent. of all recorded births. In 92·5 per cent. of the cases women were delivered of a living child.

Results of pregnancy (including both hospital and home confinements):—

	Women who attended for supervision.	*Women who had not attended.*
Number confined	2,417 ...	593
(*a*) Miscarriage	104 ...	85
(*b*) Still-birth	102 ...	151
(*c*) Living child	2,211 ...	357
Percentage resulting in living child	91·5 ...	60·0

In schools the standard accepted by the Advisory Council on Native Education is strictly enforced. Medical examination of school children is carried out in many districts. Experiments are being made

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in the use of milk as a regular part of school diet at a Church Missionary Society school near Kampala.

In 1937 four candidates sat for the final examination at the Mulago Medical School and all passed. Since the school was opened, 39 students have graduated.

Seventeen nursing orderlies were recruited; thirteen passed the first examination for the Nursing Certificate, and five the second. Five female nurses passed the first examination, and eight the second.

Twelve out of fourteen pupils passed the first examination for the African Sanitary Inspectors' Certificate, and nine out of eleven the second, held by the Royal Sanitary Institute.

V.—HOUSING.

While the round hut still remains the most common type used by peasants, there is an increase in the number of better class houses with corrugated iron roofs, ventilators, doors and windows.

Employers are required to provide adequate housing with satisfactory sanitary arrangements for all labour other than local residents.

The Asian population, who are mainly resident in townships, are bound by the provisions of the Public Health Ordinance.

VI.—NATURAL RESOURCES.

General.

With the single important exception of the mailo land of Buganda, all land in the Protectorate is classified as Crown Land or is held by freehold grant, by lease, or by temporary occupation licence from the Crown.

Mailo land originates from the terms of the Uganda Agreement, 1900. By this Agreement 9,003 square miles in the Buganda Province (to which the Agreement exclusively applies), representing roughly one-half of its area, were allotted to individual natives of Buganda and His Majesty's Government have granted titles acknowledging the ownership of this area of land to the individuals whose claims were vouched for by the Native Council of Buganda. The survey and issue of titles for these original allotments were completed in 1936. The disposal of mailo land to non-natives is closely controlled and leasing only is permitted.

In the rest of the Protectorate, as in that half of Buganda which is not mailo land, the land is held by the Crown, but only such land as is clearly surplus to all native requirements is regarded as available for leasing to non-natives. Alienation in freehold to non-natives was suspended in 1916. By that year 233 square miles had been granted in freehold and so remain but there is no intention of re-introducing this form of tenure.

Alienations of Crown Land to non-natives are governed by the provisions of the Crown Lands Ordinance, 1903, which set the maximum permissible term for a lease at 99 years. In such leases

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all mines and minerals, all timber and forest rights and all water rights are reserved to the Crown. Both the amount of land which could be made available for non-native planting without detriment to native interests and the opportunities for profitable agriculture by non-natives are extremely limited and as a consequence for some time past there has been no considerable demand for agricultural land by non-natives.

The Crown is the ground landlord of most of the townships in the Protectorate, including Kampala and Jinja, and by far the greater number of transactions in Crown land are in respect of leases of building plots in the various townships.

In the whole Protectorate less than 650 square miles has been alienated (for the most part to non-natives), under all heads—Crown freehold, leasehold and leases of mailo land. The great bulk of the land remains in customary occupation by African agriculturists or pastoralists.

As regards mineral rights, throughout the Protectorate these belong to the Crown, except in the case of Buganda mailo lands where the minerals pertain to the landowners subject to the payment of a 10 per cent. *ad valorem* royalty to the Protectorate Government.

The total area of crops was estimated at 5,673,317 acres. This figure, however, is greater than the total area under cultivation as more than one crop is grown on the same land each year. The increase in the acreage under cotton within the last twenty years, from 129,833 acres to 1,759,157 acres in 1937, has necessarily reduced the area of cultivable land which could previously be allowed to rest and recuperate for indefinite periods under the old system of shifting cultivation. In the more densely populated areas the stage has now been reached when the cultivable land surplus to the needs of the people is not sufficient for a portion to be rested for the necessary period. The old system of shifting cultivation is no longer suitable for these areas and soil deterioration has commenced. The position is being reviewed by a Government committee and schemes are in hand for the preservation of the soil, afforestation of the more arid areas and provision of adequate water supplies in those areas which can carry a large population.

The chief exports are cotton, coffee, cotton seed, gold, sugar, hides and skins, tin ore, tobacco and cigarettes, rubber, ivory, sisal, oil seeds, tea and timber. Detailed statements are included in the appendices.

Minerals.

There are indications of the existence of a wide range of minerals including tin, gold, salt, copper, iron, silver, nickel, cobalt, tungsten, tantalum, wolfram, bismuth, mica, manganese and petroleum. Of these, gold, tin, tantalum, wolfram and bismuth alone have as yet been exported and though copper, iron, nickel and cobalt have been discovered in quantities justifying exploitation, market conditions have prevented development.

There is no discrimination on grounds of race or nationality in the operation of the mining law and small quantities of minerals are being won by Africans working under normal mining titles.

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The first export of tin ore was made in 1927. Exports in 1938 were 562 long tons of a value of £78,483 compared with 507 tons of a value of £87,635 in 1937. The greater part is the produce of the Mwirasandu mine, but small workers recover substantial quantities.

Gold was won in commercial quantities for the fist time in 1931. Exports in 1938 were 23,572 troy ozs. of a value of £146,459 compared with 19,639 troy ozs. of a value of £119,416 in 1937. The greater part was obtained by small syndicates or individual workers from alluvials in north Ankole and Kigezi. Encouraging results have been achieved by a syndicate in the Budama District, where opencast workings have yielded 3,617 ozs. Underground development has located the reef, sampling good values at a depth of 170 feet.

Tin-niobium-tantalum ores are mined near the Ankole–Kigezi boundary. Uganda ores, being of a complex nature, are not always readily marketable, and for this reason production declined. In 1937, 28 tons valued at £6,092 were exported; in 1938, 9 tons valued at £1,408.

Occurrences of wolfram in Kigezi were further explored. A small parcel of ·983 tons, valued £157, was shipped.

Operations on the copper prospects at Kilembe on the eastern slopes of Ruwenzori were confined to care and maintenance.

Seepages of mineral oil have been discovered in the Lake Albert Rift depression and the results of detailed geological investigation published in Memoir No. 1 of the Geological Survey. An exclusive prospecting licence was granted in respect of this area in 1937. As a result of shallow hole drilling a site for a deep test was selected and drilling had reached a depth of 3,422 feet by the end of the year.

Extensive iron deposits are known to exist but insignificant quantities only are smelted by native iron-workers.

There are considerable deposits of salt in the Katwe and Kasenyi crater lakes in Toro. It is also recovered by evaporation from the Kibiro Hot Springs, on the shores of Lake Albert. Production and distribution is a long-established native industry. In 1937, 3,071 long tons were produced from Katwe and Kasenyi and 13 tons from Kibiro; in 1938, the production was 3,104 tons and 15 tons, respectively.

Livestock.

The cattle are derived from two indigenous strains, the small, well-fleshed short-horned Zebu and the lanky, straight-backed Ankole with long horns. The breeds which now persist in the various districts are either one of these two strains in a pure or nearly pure form, or cross-breeds which have now become fixed types.

The Zebu is found principally in the Eastern and Northern Provinces, and the Ankole in the West with intermediate types in the central area.

Conditions of climate and disease have proved adverse to European breeds and grades. Selective breeding of indigenous stock gives by far the most promising results.

With the exception of a few small herds kept by European settlers for their own requirements, and of certain dairy herds run to augment township milk supplies, the cattle are native-owned. Slaughter stock are brought to the larger markets by African and Asian traders,

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whilst in outlying districts the owner sells direct to the African butcher.

Cattle auction markets have been established and trade routes opened up over which live-stock travel from the outlying districts to the meat consuming centres.

Meat consumption by the African population continues to increase and steadily growing numbers of cattle pass along these routes, which are, however, subject to periodic interference from diseases such as rinderpest and foot-and-mouth. The latter proved a serious complication during the greater part of 1938.

Besides bringing a new measure of prosperity to cattle-owning tribes, the increase of meat consumption is resulting in a gradual improvement of herds, by the castration and ultimate slaughter of undesirable males and the slaughter of barren female stock.

There is no export of stock by-products, except hides and skins. During the first nine months of the year 21,220 cwts. of hides, valued at £51,091, and 248,611 skins, valued at £13,038, were exported.

Sheep are of the fat-tailed, haired type; the general incidence of thorn-bush and of tick vectors of sheep diseases are serious drawbacks to the establishment of any wool-bearing breeds. Experiments, with a view to introducing a merino wool industry, are being carried out in the Kigezi District.

Goats are of the sleek, short-haired variety for the most part, forming, as meat producers, a useful adjunct to the beef supplies.

No stock census was taken during 1938, but the figures for 1937 were:—

Cattle	2,609,146
Sheeep	1,405,549
Goats	2,541,077

The introduction of European poultry strains has proved successful, and is steadily improving local types, notwithstanding the prevalence of fowl typhoid.

Pig rearing as an industry is as yet unimportant; and only a few are bred for pork.

Agriculture.

Cotton lint and cotton seed represent over eighty per cent. of the value of the total exports and cotton is almost entirely a native-grown crop, so that the agricultural production of the Protectorate is preponderantly in the hands of African cultivators. Non-native agriculture is mainly concerned with coffee, rubber, tea, sisal and sugar.

Native Agriculture.

Economic Crops.

Cotton.—This is grown in all areas except Kigezi, parts of Ankole, and Karamoja. Figures of acreages and production for the years 1931–38 are given below:—

Season.	*Acreages.*	*Exports (Bales of 400 lbs.)*
1931–32	865,259	207,326
1932–33	1,071,410	294,828
1933–34	1,090,502	285,642
1934–35	1,185,599	253,242
1935–36	1,365,529	321,348
1936–37	1,484,829	338,391
1937–38	1,759,157	402,200
1938–39	1,493,477	305,000 (Estimate)

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Uganda cotton is of the American "upland" type. It is grown in small plots by the family unit from seed requisitioned by Government from ginneries and issued free to the grower, and is purchased at ginneries, which number 194, and at numerous markets established at convenient centres. To prevent the mixing of growths and minimise the spread of diseases and pests, the cotton growing area has been divided into zones and the movement of cotton from one zone to another is prohibited. Within most zones the ginners, for the sake of economy, have formed buying pools. The interests of the growers are safeguarded by Government's power to fix the minimum prices which may be paid for raw cotton. Middlemen who are not owners of a ginnery may have their cotton ginned within the zone at a charge which must not exceed the maximum fixed by Government for each season. An export tax of two cents per lb. of lint (reduced to one cent as from the 1st January, 1939), is levied when the closing price for July American "middling" futures on the Liverpool Cotton Exchange is 4·50 pence per lb. or over, on specified dates. The bulk of the cotton is sold to India.

There are two Government selection stations where improved strains are produced and tested for subsequent introduction into general cultivation.

Weather conditions during the 1938–39 season were not favourable. Lack of rain hindered the planting of food crops and cotton and in consequence the total acreage of cotton planted, 1,493,477, was a quarter of a million acres less than the previous season. The total crop is not expected to be much in excess of 300,000 bales of 400 lbs. net.

Exports of cotton seed:—

Year.	*Tons.*
1932	56,311
1933	81,274
1934	35,689
1935	50,685
1936	85,762
1937	103,440
1938	122,718

A Commission was appointed in July to enquire into the cotton industry. The Chairman was Dr. H. A. Tempany, C.B.E., Assistant Agricultural Adviser to the Secretary of State, and the members were Dr. J. D. Tothill, C.M.G., Director of Agriculture, and Mr. E. D. Reynolds, C.B.E., Member of Legislative Council.

The Commission's terms of reference were the following:—

To enquire into and report upon the present position of the Cotton Industry in Uganda and to make recommendations generally for the improvement of the organization and regulation of the Industry, and more particularly in regard to the following matters:—

(i) The fixing of the price formula so that it shall be generally satisfactory and shall ensure a fair return to the grower and to others who play an essential part in the production of cotton.

(ii) The reduction of the number of ginneries in accordance with the recommendations of the Commission of Inquiry into the Cotton Industry of Uganda in 1929, and the manner in which closed ginneries should be eliminated.

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(iii) The conditions that should govern the erection of new ginneries in areas where the increased crop may justify them.

(iv) The arrangements—including the establishment from time to time of a reasonable maximum ginning charge—for ensuring that all cotton offered for ginning (whether by the grower directly or through middlemen) shall be ginned in cases where the ginning is not done by the grower, and the seed cotton is not bought outright by the ginner.

(v) The marketing system.

(vi) Malpractices and evasions of the law in connection with the Industry.

(vii) The retention or otherwise of the Cotton Tax.

In view of recommendations contained in an Interim Report, presented in October, the law was amended (*see* Chapter XIV) to terminate certain malpractices. The final Report of the Commission had not been published at the end of the year.

Coffee.—Both *arabica* and *robusta* are grown in small plots in areas climatically suited. Nurseries are maintained by Government or Native Administrations, and seedlings issued free to growers. The acreages are estimated at 19,625 acres *arabica* and 30,355 acres *robusta.*

Exports amounted to 280,143 cwts. compared with 257,939 cwts. in 1937.

Native-grown coffee in almost all areas is marketed under the Native Produce Marketing Ordinance. An area may be "declared" and a particular produce "specified". No person who is not duly licensed may buy a specified produce in a declared area, and no person may export the produce from the area unless it has been bought under licence. There are two kinds of licence: one issued by the District Commissioner to an unlimited or restricted number of applicants for each buying centre; the other an exclusive licence issued by the Governor in Council in respect of an area during the introduction or development of a young industry. Governor's licences for coffee have been issued for a part of the Bugishu area and Bwamba county in Toro. District Commissioners' licences, restricted in number to six at each buying centre, are issued in other coffee areas except in a portion of the Bugishu area where the number is restricted to four.

All hulled coffee, other than that exported under the estate's own mark or marks, must, prior to export, be treated at one of the licensed curing works and pass inspection by a Government Inspector, in accordance with the provisions of the Coffee Grading Ordinance. Seven curing works were licensed in 1938 in addition to the factory at Bubulu. The fee for inspection is twenty-three cents per bag exceeding 60 kilogrammes (132 lbs.) and fifteen cents per bag not exceeding 60 kilogrammes. The bags passed for export are sealed by the Inspector. 121,336 bags were examined in 1938 and 3,901 rejected.

In a part of the Bugishu area, on the slopes of Mount Elgon, the marketing is managed by the Native Administration, which has erected a factory at Bubulu and pulping stations in the district.

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The crop is purchased from growers, under an exclusive licence, in the form of wet cherry or parchment at formula prices and treated at the factory prior to export.

Under the Coffee Industry Ordinance, a cess of Sh. 1/50 per ton is imposed on all exports of Uganda coffee, and a Coffee Board has been constituted with a non-official majority to manage the resulting funds.

Tobacco.—Fire-cured leaf is produced in Bunyoro and air-cured in the West Nile district. Trial crops are conducted in other areas with a view to extending the acreage. The crop is grown by Africans in small plots, usually one-third of an acre in size, and purchased by a restricted number of licensees under the Native Produce Marketing Ordinance at prices fixed for the season. 2,694,925 lbs. of leaf were produced, compared with 1,602,290 lbs. in 1937.

In view of the scarcity of timber and fuel, extension into new areas must be accompanied by programmes of afforestation.

Five tobacco factories, owned by non-natives, were licensed during 1938 for the manufacture of tobacco and cigarettes.

Oil-seeds, Groundnuts and Sim-sim.—The main areas of production are in the Eastern Province and in the Lango district. These crops have in the main been grown for food but the endeavour to widen the range of economic production has evoked a greater interest in cultivation for export, particularly of groundnuts. The marketing of groundnuts in the Teso district is in the hands of one firm under the Native Produce Marketing Ordinance and in other districts both groundnuts and simsim are marketed at centres established under the Ordinance. 819 tons of simsim were exported, chiefly from Teso district and the Northern Province, as compared with 1,126 tons in 1937.

Food Crops.

The staple foods of the people are grain (*Eleusine coracana and Sorghum vulgare*) in the short grass area, and plantains in the elephant grass land. The sweet potato is grown everywhere, as well as beans, to supplement the diet.

Improved varieties of all food crops are being produced on Government Experimental Stations. In the Eastern Province stocks of seed are increased, prior to general distribution on numerous district plots maintained by Native Administrations under the supervision of Government.

In the Eastern Province also and in the Northern Province, where the people are grain eaters, a system of communal granaries has been organised as a precaution against famine. Each grower contributes annually a small proportion of his crop; a reasonable reserve is gradually accumulated, and a proportion of the old grain is replaced each year by fresh supplies.

Non-Native Agriculture.

There is no tendency for the number of European planters to increase. 23,239 acres were estimated to be under cultivation on European estates as compared with 28,175 acres in 1937. Considerable

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areas under coffee were practically abandoned during the latter half of 1937 owing to uneconomic prices and in Toro many blocks of coffee were uprooted and planted with tea by those planters who had secured allocations of tea acreage under the International Restriction Scheme.

The returns for 1938 give 25,423 acres under cultivation on Indian estates compared with some 26,000 in 1937.

Coffee.—The *arabica* type of coffee was favoured by non-African planters in the early years, but later the *robusta,* with its high yielding qualities and resistance to pests and diseases, found increasing favour, more particularly at the lower elevations and around the shores of Lake Victoria. Areas under cultivation were estimated at 5,464 acres *arabica* and 7,849 acres *robusta* compared with 5,958 and 7,692 acres respectively in 1937.

Sugar.—There are two large sugar estates, which manufactured a total of 38,577 tons of white sugar compared with 28,430 tons in 1937, and exported 11,244 tons to the Tanganyika Territory and overseas as compared with 11,342 tons in the previous year.

Under the Sugar Control Scheme a limitation is imposed upon the export of sugar from the East African territories: the quota for the year ending 31st August, 1939, is 23,950 tons. The final distribution of this quota amongst the several territories has not yet been made.

Rubber.—A fairly large acreage was originally put under *para* rubber but, owing to low prices, very little tapping took place for several years. Many planters closed their rubber areas and only maintenance was done until 1936 and 1937 when prices improved sufficiently for tapping to be resumed. The acreage recorded is 10,813. Exports in 1938 were 14,802 centals.

Sisal.—In Bunyoro district some 7,000 acres are under sisal. Exports were 1,728 tons, an increase of 901 tons on the previous year.

Tea.—During the first period of the Restriction Scheme, Uganda was allotted an area of 2,000 acres in addition to its previous plantings. The total area under tea on the 31st March—the end of first period—was 2,885 acres. No additional plantings were made during the remainder of the year. Production was 490,358 lbs. as compared with 416,189 lbs. in the previous year. Exports were 1,222 cwts., an increase of 1,362 cwts. over 1937. During the second period ending the 31st March, 1943, Uganda has been granted a further allotment of 1,450 acres.

Fisheries.

Fisheries are mainly in native hands, and the local trade in fresh and particularly dried fish continues to expand steadily.

The non-European fisheries in Lake Edward and the Kazinga Channel are still developing. Despite adverse circumstances for part of the year, 628 tons of salted and smoked fish, valued at £13,415, were sold to the Congo, and 120 tons of smoked fish on the local market.

8,583 half-yearly licences were issued on Lake Victoria. There has been a slight improvement in the *Tilapia* fishery in Lake

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Bunyonyi. The lack of satisfactory progress there is mainly due to the high cost of nets, and to faulty methods of fishing.

Statistical effort is concentrated on the fisheries of Lake Victoria, Lake Edward (including the Kazinga Channel) and Lake Kyoga. Local conditions have been investigated in several smaller lakes.

In February a batch of fingerling, and larger, rainbow trout from Kenya were motored 525 miles and introduced into a couple of streams on the eastern flank of Ruwenzori.

Uganda Fisheries Limited have been conducting experiments in Lake Kyoga and in the Nile at Jinja.

The wholesale value of fish caught in Uganda waters is about £70,000, and the industry occupies about 12,000 persons. The value of fishing nets imported, although much of the fishery is conducted without the use of nets, is more than £20,000.

In order to supervise and control the industry more effectively, a launch has been transferred from Lake Victoria to Lake Edward.

Forestry.

Gazetted Crown Forests were increased by 1,012 square miles and work was carried out in respect of a further 1,100 square miles which should result in their early gazetting. Demarcation of external boundaries progressed by 262 miles.

Over a million cubic feet of timber and eight million cubic feet of stacked fuel were recorded as cut from Crown Land. Practically all the timber was sold to saw-millers for conversion in properly equipped mills.

Re-afforesation was carried out in 323 acres of exploited forest and 264 acres of iroko (mvule) timber were planted in addition. Wood fuel and pole plantations were increased by 166 acres, and Native Administrations planted some 525 acres.

Sixteen Africans, of whom 12 are now employed by Native Administrations and four by the Forest Department, were instructed in forestry.

The revenue collected from forest fees was £23,066, that is £1,550 in excess of the total expenditure of the Forestry Department including loan funds.

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VII.—COMMERCE.

General.

Uganda and Kenya form a single unit for purposes of Customs and there is freedom of trade between them. Virtually the whole of the import and export trade of both passes through Mombasa, so that the combined trade figures represent generally the landed value at Mombasa in the case of imports, and the "f.o.b. Mombasa" value of exports, these being the declared values for purposes of Customs.

As the division of Customs revenue is based on the consumption of dutiable articles in each territory, the imports into Uganda are calculated with the greatest possible accuracy. Exports are differentiated as regards country of origin in accordance with the declaration of shippers.

External trade during 1938 was satisfactory, although the total values of imports and exports fell short of the figures for 1937 as a result of depressed commodity markets. The position was, however, counter-balanced to a certain extent by increased production.

Uganda's prosperity is dependent on the production by Africans of cotton and, to a much less degree, of coffee. The exports of raw cotton represented 73·4 per cent. in value of the total exports of the Protectorate, cotton seed represented 6·6 per cent. and coffee 7·0 per cent. The principal imports were cotton piece goods, motor vehicles and oils, machinery and building materials.

(1) Comparative statement of total imports, domestic exports and re-exports 1934–1938:—

	1934. £	1935. £	1936. £	1937. £	1938. £
Imports for home consumption.	1,751,051	1,783,417	2,211,592	3,555,754	2,992,974
Domestic Exports	3,773,766	3,630,529	4,466,453	5,702,736	4,668,966
Re-exports ..	196,026	176,646	245,634	322,746	188,934

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(2) The following statement gives particulars of the countries from which total import requirements have originated during the last five years:—

Country.	Percentage of Import Trade.				
	1934.	1935.	1936.	1937.	1938.
United Kingdom	35·99	36·75	41·19	46·42	46·63
India	6·09	5·81	5·41	4·18	4·98
Union of South Africa	0·10	0·11	0·13	0·08	0·11
Canada	1·85	1·87	2·16	1·40	1·15
Tanganyika Mandated Territory	6·19	4·75	2·40	1·82	2·55
Other British Possessions	0·12	0·31	0·33	0·19	0·60
TOTAL BRITISH EMPIRE	50·34	49·58	51·62	54·09	56·02
Germany	4·17	4·58	6·08	4·74	4·51
Belgo-Luxemburg Economic Union	1·71	2·70	2·32	3·19	2·38
France	1·24	1·36	0·95	0·80	0·70
Italy	1·13	0·84	0·23	0·49	0·64
Netherlands	2·21	0·99	0·67	0·50	0·56
Japan	23·08	23·34	20·75	21·02	18·95
Iran	2·00	2·13	2·13	1·61	2·17
United States of America	8·11	7·78	9·61	8·94	8·59
Dutch East Indies	2·57	2·51	2·51	1·56	1·89
Other Foreign Countries	3·44	4·19	3·13	3·06	3·59
TOTAL FOREIGN COUNTRIES	49·66	50·42	48·38	45·91	43·98

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(3) Percentage of domestic exports consigned to the principal overseas destinations:—

Country.	1934.	1935.	1936.	1937.	1938.	Main Items.
BRITISH POSSESSIONS—						
United Kingdom	15·35	12·16	17·18	14·39	17·83	Tea, Coffee, Sisal, Gold Bullion, Sugar, Cotton, Cotton Seed, Tin Ore, Hides and Rubber.
India	54·86	72·05	38·40	51·52	60·84	Cotton, Ivory.
Union of South Africa	1·11	1·47	2·34	1·87	1·83	Coffee.
Canada	0·90	0·86	1·18	0·96	0·88	Coffee.
Tanganyika Mandated Territory ..	2·56	2·99	1·76	2·22	2·52	Sugar, Tobacco, Hides.
Other British Possessions	1·37	2·21	3·17	1·57	1·55	Coffee, Tea, Cotton.
TOTAL BRITISH EMPIRE	76·15	91·74	64·03	72·53	85·45	
FOREIGN COUNTRIES—						
Germany	0·38	1·39	1·81	0·37	0·34	Cotton, Sisal, Hides and Coffee.
Belgo-Luxemburg Economic Union ..	0·29	1·20	1·00	1·22	0·76	Sisal, Cotton, Hides.
France	0·38	0·67	0·60	0·95	0·49	Hides, Cotton.
Italy	0·17	0·31	0·40	0·17	0·02	Hides.
Netherlands	1·24	1·71	1·14	0·99	1·76	Cotton, Tin Ore, Sisal.
China	0·73	..	1·13	0·95	0·43	Cotton.
Japan	13·83	0·13	25·54	18·90	5·68	Cotton.
United States of America	2·65	0·90	1·32	1·13	1·46	Coffee, Skins, Ivory.
Other Foreign Countries	2·18	1·95	3·03	2·79	3·61	Coffee, Sisal, Hides, Skins and Cotton.
TOTAL FOREIGN COUNTRIES ..	23·85	8·26	35·97	27·47	14·55	

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(4) Quantities and values of the principal imports other than bullion and specie for the past two years indicating principal sources of supply:—

Article.	*Unit of Quantity.*	Quantity 1937.	Quantity 1938.	Value 1937.	Value 1938.	Principal sources of supply.
				£.	£.	
Rice	*Cwt.*	58,283	62,392	35,893	40,372	Tanganyika Territory and India.
Tobaccos	*Lb.*	753,539	656,460	48,953	48,356	United Kingdom, Tanganyika Territory and United States of America.
Iron and Steel Manufactures	*Value*	..	..	213,267	230,454	United Kingdom, Belgo-Luxemburg Economic Union, Germany and Japan.
Electrical goods	,,	..	..	29,147	32,567	United Kingdom.
Industrial machinery	,,	..	..	91,940	87,924	United Kingdom and United States of America.
Other machinery	,,	..	..	84,174	51,930	United Kingdom, Germany and United States of America.
Cotton textiles	,,	..	..	608,745	487,976	Japan.
Bags and sacks	*Doz.*	220,546	223,716	52,359	54,223	India.
Artificial silk piece goods	*Lin. Yd.*	4,497,859	3,749,302	93,565	74,169	Japan.
Apparel	*Value*	..	..	102,666	77,086	Japan.
Oils	,,	..	..	192,611	193,069	Iran, United States of America and Dutch East Indies.
Paper manufactures	,,	..	..	54,260	53,724	United Kingdom and United States of America.
Motor cars and parts	,,	..	..	168,308	128,275	United States of America, United Kingdom and Canada.
Motor lorries and parts	,,	..	..	137,453	123,982	United States of America, Canada and United Kingdom.
Bicycles and parts	,,	..	..	157,177	106,568	United Kingdom and Japan.

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(5) (*a*) Quantities and values of the principal domestic exports for the past two years:—

	Unit of Quantity.	1937 Quantity.	1937 Value.	1938 Quantity.	1938 Value.
			£		£
Coffee, raw	*Cwt.*	257,938	420,483	280,217	327,664
Sugar, refined	,,	226,843	123,516	224,878	118,847
Tobacco and cigarettes ..	*Lb.*	595,296	48,804	716,331	55,224
Cotton, raw	*Cental*	1,353,566	4,269,283	1,608,803	3,427,948
Sisal fibre	*Ton*	877	18,564	1,728	26,129
Cotton seed	,,	103,440	392,083	122,716	306,939
Hides	*Cwt.*	23,612	84,313	27,927	66,214
Rubber, raw	*Cental*	12,698	33,042	14,802	36,673
Gold bullion	*Troy oz.*	19,590	124,713	23,659	145,413

(*b*) Quantities and values of the principal re-exports for the past two years:—

			£		£
Films	*Value*	..	18,926	..	17,161
Cotton textiles	,,	..	59,435	..	40,435
Motor cars and parts ..	,,	..	67,597	..	45,282
Motor lorries and parts ..	,,	..	32,997	..	28,544

Inter-Territorial Trade.

	1936.	*1937.*	*1938.*
Kenya to Uganda.	£	£	£
Imported goods	1,703,607	2,519,319	2,009,360
Local produce	213,108	278,368	284,876
Uganda to Kenya.			
Imported goods	30,752	40,652	48,681
Local produce	63,279	99,949	156,369
Uganda to Tanganyika Territory.			
*Imported goods	141,149	196,732	68,173
Local produce	78,661	126,360	117,791
*Including specie valued at respectively	117,640	91,800	Nil.
Tanganyika Territory to Uganda.			
*Imported goods	121,178	520,345	124,333
Local produce	53,168	64,869	76,385
*Including specie valued at respectively	116,650	511,300	116,500

Excise and Beer Duties.

Excise duties are co-ordinated and allocated between Kenya, Uganda and the Tanganyika Territory under the terms of the Excise Duties Agreements Ordinance, 1931. The rates are as follows:—

	Shs.	*Cts.*	
Sugar	1	00	per cwt.
Tea	0	10	per lb.
Cigarettes	1	25	per lb.
Manufactured tobacco ...	1	25	per lb.
Beer	40	00	per standard barrel of 36 gallons.

The receipts were:—

Beer	£1,894
Sugar	£12,900
Tea	£3,032
Tobacco and Cigarettes ...	£63,106

Customs Tariff.

There have been no alterations in Customs Management and Tariff legislation.

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Ivory.

Two public auctions of Kenya and Uganda Government ivory were held by the Customs Department. The total weight of ivory sold was 42,310 lbs. (Kenya 13,902 lbs., Uganda 28,408 lbs.) and the total amount realized was £12,273 (Kenya £3,720, Uganda £8,553).

VIII.—LABOUR.

As a result of the increased production of economic crops, the extension of mineral and industrial activities, and the large public works and development schemes, the position with regard to unskilled labour has altered appreciably during the past few years.

A committee consisting of official and unofficial members was appointed in 1937 to review the supply of unskilled labour in the Protectorate and recommend any measures, not inconsistent with Government's policy, which might be taken by employers and by administrative and legislative action to improve the present position.

Its report has been published and is now under consideration.

Excluding those engaged in agriculture on their own behalf, or employed casually by African landowners, the average monthly total of Africans in employment amounted to 72,680, showing an increase of 8,545 over 1937. Cotton ginneries employ (from four to seven months) an average of 17,500 workers, coffee and tea estates approximately 5,000, sugar estates 12,000, one sisal estate 2,000, the Kampala sewerage scheme 2,500, and mines and prospecting operations 10,500.

90,000 labourers came from Ruanda-Urundi to find work, and about 11,000 from Tanganyika, a total approximately 10,000 less than last year. These labourers are absorbed by the mines and ginneries, by plantations in Buganda, and by individual Baganda landowners.

Applications received from employers for labour on written contracts of six months' duration were for 16,260 West Nile workers, 22,087 Banyaruanda, and 3,000 other tribes, a total of 7,343 more than last year. The applications were met in full, save in the West Nile where only 44 per cent. offered their services, and of these half came from the Belgian Congo and the Sudan.

The principal undertakings that require contract labour are the two large sugar estates (10,000 acres each), the sisal estate, Buchanan's plantations (coffee, rubber and tea), the fuel contractors to the Kenya and Uganda Railways and Harbours, and the Kampala sewerage scheme.

The mines do not use written contract labour, but depend on casual monthly (oral contract) labour offering themselves for work; and the ginneries, with few exceptions, get workers in the same way.

The supply of labour is, at times, less than the demand. The sugar, sisal, coffee estates and mines experience a shortage of about 25 per cent. On the other hand, the ginneries again had an excess of about 13 per cent., for the work is physically easy, although the hours are long.

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The provisions of the Shop Hours Ordinance, 1937, were in the first instance applied experimentally to the two principal commercial townships, Kampala and Jinja, and the results have been satisfactory.

A wider application of the law is accordingly being considered.

IX.—WAGES AND COST OF LIVING.

Africans.

Rations on an approved scale are issued to contract labourers under their terms of employment.

Labour is engaged either by the month or for a contract period of several months. It is often necessary to recruit labour from one district for another, usually from outlying districts where economic crops are not extensively grown.

There are Government regulations regarding housing, food, and terms of contract, which have special reference to imported and foreign labour.

Labourers employed on prospecting and mining usually operate on a 30-day ticket. Employers suffer from the native disposition to work only for a few months on end and this absence of continuity renders training difficult.

Average monthly wages vary considerably in different localities and there is no standard scale applicable to all industries even for casual labour. In the cotton industry, unskilled labourers were paid from Shs. 8 to Shs. 11, without rations, and from Shs. 7 to Shs. 10 with rations; in the mining industry the corresponding minima were Shs. 5 and Shs. 6 and the maxima Shs. 8 and Shs. 10. On coffee plantations, the wages for unskilled labour were Shs. 8 with rations and Shs. 10 without; on sugar estates Shs. 8 to Shs. 10 with rations, and Shs. 10 to Shs. 17 without.

There is no doubt that these wages are too low and that industries which cannot afford to pay better wages are on an insecure foundation and unlikely to endure.

Untrained domestic servants received from Shs. 12 per month. Experienced house boys are paid at rates varying from Shs. 25 to to Shs. 80 and cooks at rates from Shs. 25 to Shs. 100. The wages of motor drivers vary from Shs. 25 to Shs. 100; of carpenters and masons from Shs. 20 to Shs. 60; shop salesmen Shs. 20 to Shs. 60 with commission averaging about 25 per cent. in addition, and of clerks between Shs. 25 and Shs. 240.

Hours of work vary according to occupations. Government employees, industrial labourers and employees of the building, trade work, on an average, 46 to 48 hours a week, employees in mines 42 to 54 hours, and in ginneries, for four to seven months yearly, 60 hours. Agricultural labourers are normally engaged on piece work, which occupies them from 36 to 42 hours a week.

Owing to a partial famine, food prices increased considerably during the first four months of the year, but dropped to the 1937 level later. Normally, Africans produce sufficient food for themselves

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and their families, but plantains and potatoes, local grains and beans, which are their staple diet, can always be obtained in local markets at reasonable prices. Beef is sold at from 2 lb. to 5 lb. a shilling; sheep and goats average 7s. per head; eggs in outlying districts average three dozen a shilling and chickens fivepence each.

Non-Natives.

The salaries paid to Europeans employed in commercial concerns and on plantations vary between £200 and £750 per annum. Free housing and medical attendance are in most cases provided, and sometimes free dental treatment.

The cost of board and lodging is from Shs. 14 to Shs. 17 a day, and from Shs. 180 a month. The cost of petrol is Shs. 2/30 a gallon.

Asiatics are engaged primarily in commerce and industry. The majority belong to the small shopkeeping class, but a considerable number find employment in ginneries. There is no average standard of wages generally applicable to them, and their living expenses are low.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

The only school for European children is a small junior school in Kampala, which some thirty children attend. European education of a higher standard must be sought in Kenya or overseas; certain Government tuition and travelling concessions are made to pupils attending school in Kenya.

There is a Government school for Indians in Kampala taking pupils up to the standard of the Cambridge University Junior Examination; and a similar school at Jinja. There are, in addition, 55 schools owned by Indian communities of which 42 are assisted from public funds; and three grant-aided Goan junior schools, in Entebbe, Kampala and Jinja. There is an advisory council for Indian Education, over which the Director of Education presides.

The system of education for African boys begins in sub-grade schools, after which come selected sub-grade, primary vernacular, junior secondary and senior secondary schools.

In the primary vernacular schools the medium of instruction in the two lower classes is the tribal vernacular. In the Nilotic districts Swahili is taught as a subject in the last two years of the elementary course. In the Bantu districts (except in Buganda and the Busoga district where Luganda is used throughout the elementary stage), Swahili is taught as a subject. English is the medium of instruction in classes 5 and 6 of primary schools and in all secondary schools.

Primary vernacular and selected sub-grade schools giving respectively a four course and a two years' course in the three R's, hygiene, agriculture, handwork, etc., are controlled and financed by District Boards, which represent local interests, and are assisted by

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Native Administration funds, and, in some cases, by Government grants. Next is the secondary stage of six years' duration (three years' junior and three years' senior), at the end of which pupils may take the Cambridge School Certificate Examination which will replace the present entrance examination for Makerere College. The College provides vocational courses for medical, veterinary, engineering, and agricultural probationers for the African Civil Service, and also for schoolmasters. Cambridge School Certificate classes have been opened for students who require general higher education. The students taking this course have given an undertaking to enter a vocational course after obtaining the Certificate. The course is attracting students from neighbouring territories.

An Inter-Territorial Conference met in May, to examine the practical steps necessary to carry out the recommendations of the De la Warr Commission concerned with the establishment of a Higher College. The Conference recommended, and it has been agreed, that this should be called Makerere College and should develop naturally at Makerere from the existing institution.

On the 3rd November His Royal Highness, the Duke of Gloucester, cut the first sod in the foundation trench of the new College buildings.

Girls' education follows the same form as boys' up to primary standard. The curriculum includes handwork, needlework, child welfare, etc. In four girls' schools the curriculum was enlarged to include the junior secondary range, and in two other schools junior domestic science courses were added.

Although only one school, King's College, Budo, is co-educational throughout, small numbers of boys are sometimes found in girls' schools and *vice versa,* particularly in the infants classes. Thus two per cent. of the pupils enrolled in the girls' primary and vernacular schools in 1938 were boys.

At Budo co-education has proved very successful and the fact that the girls are still a decided minority is probably mainly due to the fact that fees are higher than those at girls' schools.

At Mbarara primary school (C.M.S.) all classes except one are now experimentally co-educational.

Each primary vernacular school has its garden, and courses of instruction in economic and food crops for teachers are held periodically at the Government experimental stations, the work being apportioned between the farm, the model school garden, and the lecture room.

Since 1933, the training of youths in practical farming on a small scale has progressed favourably. A number of small-holdings have been established for the purpose at the Government experimental stations, the course lasting two years.

Farm schools, on somewhat similar lines, have been established, with the aid of Government grants, by the Church Missionary Society in Buganda and by the Verona Fathers Mission in the Northern Province. Makerere College, in conjunction with the Agricultural Department, provides a five-year course for the training of African Agricultural Assistants.

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The fees payable annually by Africans may be summarised as under:—

Day schools: Sub-grade from 50 cents to Shs. 2.
Primary Vernacular: from 12s. to £1 4s.
Primary: from 12s. to £2 8s.
Junior Secondary: from £2 2s. to £2 8s.
Boarding schools:
Primary: from £4—£21.
Junior Secondary: from £4—£21.
Senior Secondary: from £6 to £21 10s.
Government Technical Schools: £7 10s.
Makerere: £15.

During the latter years of the courses of instruction, pupils at Government technical schools receive wages, from which are deducted sufficient sums to provide each pupil with a suitable set of tools to help him to carry on his trade when he leaves.

The fees in boarding schools are ordinarily inclusive, food, clothing, bedding, and scholastic materials being provided. In day schools, neither food nor clothing is provided.

Government expenditure on education in 1938 was £109,160, of which £39,254 represents grants to missions. In addition contributions to District Boards from Native Administrations amounted to £21,909. Out of these aggregate allocations of £131,069, £41,047 was spent on primary vernacular education.

In Bunyoro and Toro an education cess of one shilling *per annum* is levied on all African taxpayers, and the proceeds are included in the amount voted to District Boards.

Welfare Institutions.

There is a centre for untainted children at Bunyonyi leper settlement and such children from Nyenga are transferred to the orphanage at Nkokonjeru.

There are two small orphanages under the control of the Church Missionary Society at Namirembe and of the Mill Hill Mission at Nkokonjeru. The family tie is strong amongst Africans, and the need for such institutions at present is limited.

Welfare work is carried on by all the mission societies, but there are no special institutions except the maternity centres and training schools for midwives and nurses.

Child-welfare clinics are also held at Government hospitals and dispensaries, and by certain Native Administrations.

Recreation and Games.

Recreation and games are controlled and encouraged by such bodies as the Native Athletic Association and the Uganda Football Association, and take a prominent place in the activities of all schools. The Boy Scout and Girl Guide movements enjoy an ever-increasing popularity. There are 133 registered Scout Troops, with an enrolment of over 3,648 scouts of all ranks, 39 Girl Guide units with an enrolment of approximately 500 guides, rangers and brownies.

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Singing is taught in most schools. The Cathedral choir at Namirembe, and the choirs at the Roman Catholic seminaries, are famous throughout the Protectorate.

It has been the custom for many years for all the important schools to have plays on Speech Days or at the end of the school year. The African has a dramatic instinct; he delights in giving impromptu plays and concerts; his sense of mimicry is highly developed, and he acts without self-consciousness.

XI.—COMMUNICATIONS AND TRANSPORT.

At the end of 1938, 2,075 miles of main roads were maintained by the Protectorate Government as follows:—

	Miles.	*Gross load.*
First class	1,265 ...	For 4-wheeled vehicles, 7 tons.
		For 6-wheeled vehicles, 9 tons.
Second class	525 ...	For 4-wheeled vehicles, 5 tons.
		For 6-wheeled vehicles, 7 tons.
Third class	285 ...	For 4-wheeled vehicles, 5 tons.
		For 6-wheeled vehicles, 6 tons.

The average cost of maintenance was £19·80 a mile. In addition there were approximately 4,800 miles of roads, built and maintained by the Native Administrations, generally capable of carrying a gross load of 2½ tons on pneumatic tyres. Many of these roads are being improved to third-class standard in cotton-growing areas. 1938 saw the completion of an important inter-territorial link, formed by an all-weather road from Atiak, to Nimule in the Sudan.

There is a Central Registration Bureau at Police Headquarters, Kampala, which records particulars of all motor vehicles and motor drivers, and organizes control of traffic and inspection of public service vehicles. 2,477 motor-cars, 2,331 motor-lorries, 744 motor-cycles, 146 omnibuses and 26 trailers were licensed. The number of all kinds licensed in the names of Africans was 1,049. There were 6,381 licensed drivers, 1,424 being Europeans, 1,471 Asiatics and 3,486 Africans.

It is possible to travel by motor omnibus from Kampala to most of the principal towns. These omnibuses exist primarily for the convenience of Asiatics and Africans. Of the 146 registered, 16 were owned by Europeans, 168 by Asiatics and 59 by Africans.

All public service vehicles are inspected and a certificate of mechanical fitness from a Government Inspector is necessary before a licence can be obtained. Insurance policies against third party risks are obligatory in the case of public service vehicles.

The Southampton–Durban air service, operated thrice weekly in each direction by Imperial Airways, Limited, carries passengers, mail, and freight: Port Bell is the Uganda port of call. In addition a shuttle service operates between Nairobi and Kisumu and Tanganyika linked by a feeder *via* Nairobi, while local charter flights are undertaken by a machine of Wilson Airways from Kampala.

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Posts and Telegraphs Department.

The Empire Air Mail Service was further extended to include the India–Malaya and Australia section, Hong Kong, Canada and Newfoundland. Except for some delay during the Christmas period, the Service was satisfactorily maintained.

3,417,900 letters, postcards, newspapers and other packets were dealt with, and 40,499 parcels, inclusive of cash-on-delivery parcels. There were 5,889 cash-on-delivery parcels, having a value of £16,119.

MONEY ORDER BUSINESS.

Year.	*No. Issued.*	*Value.* £
1937	27,377	176,618
1938	32,942	209,044
	No. Paid.	
1937	14,698	76,440
1938	15,895	75,712

42,004 Postal Orders were issued and paid, in value £21,988.

Telegraphs and Telephones.

Revised charges were introduced on telegrams addressed to Empire countries on a flat rate basis.

190,300 inland telegrams were transmitted and 26,300 external telegrams handled, including 8,200 to or from Great Britain.

170,300 trunk and 1,796,900 local telephone calls were handled.

Railways.

There are in Uganda 328 miles (or including loops and industrial sidings, 357 miles) of railways belonging to the system which is controlled by the Kenya and Uganda Railways and Harbours Administration.

The main line from Mombasa and Nairobi enters the Protectorate at Tororo and proceeds by Mbulamuti to Jinja, and thence across the Nile Bridge to Kampala (879 miles from Mombasa). From Tororo a branch line, with a bi-weekly passenger service, runs north-west to Soroti, serving Mbale *en route,* and taps a most productive area. Another line connects the main line at Mbulamuti with Namasagali, whence the Lake Kyoga flotilla operates. A third line affords communication between Kampala and Port Bell. The total traffic (inwards and outwards) at Kampala and Jinja during the last five years is as follows:—

	1934. *Tons.*	*1935.* *Tons.*	*1936.* *Tons.*	*1937.* *Tons.*	*1938.* *Tons.*
Kampala	52,791	68,037	76,961	96,576	106,677
Jinja	19,557	17,830	22,545	24,469	31,936

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The outwards traffic for 1938 at the principal stations, excluding the Lake ports, is as follows:—

	Passengers.	*Parcels and luggage.*	*Livestock.*	*General Merchandise.*	*Totals.*
	£	£	£	£	£
Kampala	13,458	1,506	69	131,419	146,452
Jinja	3,937	253	23	29,207	33,420
Soroti	980	207	4,421	39,007	44,615
Mbale	756	126	34	28,480	29,396
Kumi	226	13	14	7,272	7,525
Nsinze	947	31	4	40,646	41,628

Water Transport.

Steamer services on Lakes Victoria, Kyoga and Albert are maintained by the Kenya and Uganda Railways and Harbours Administration. On Lake Victoria, steamers call at regular intervals at Port Bell, Entebbe and Bukakata. Auxiliary services operate from Busungwe to Nyakanyasi on the Kagera River; and between the mainland and the Sesse–Buvuma Islands.

Steamers on Lake Kyoga connect Namasagali with Masindi Port, whence a motor transport service, also operated by the Administration, affords a connection with Butiaba on Lake Albert. From Butiaba there is a steamer service to Kasenyi and Mahagi in the Belgian Congo and to Nimule in the Sudan. Trips to the Murchison Falls are arranged from Butiaba weekly in the season, and at other times by less frequent service. From Nimule there is a good road to Juba, which is in direct communication by steamer with Khartoum.

XII.—PUBLIC WORKS.

The expenditure incurred by the Public Works Department amounted to £786,622, compared with £478,918 in 1937.

MAIN SECTION.

	£	£
Personal Emoluments	41,695	
Other Charges	7,770	
Annually Recurrent	115,632	
Extraordinary	357,657	
		522,754

OTHER SECTIONS.

Entebbe Water Supply	1,151	
Jinja Water Supply	2,744	
Kampala Water Supply	11,743	
Mbale Water Supply	290	
Kampala Sewerage and Drainage	800	
Transport Section	16,740	
		33,468

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LOAN WORKS.	£	£
Kampala Water Supply	3,835	
Western Province Roads	2,302	
Kampala Sewerage and Drainage	215,000	
Buildings and Equipment for Higher Education	786	
Township Water Supply	162	
		222,085
MISCELLANEOUS.		
Works for other Departments	7,398	
Works for private individuals	917	
		8,315
		£786,622

Major Works in hand were the following:—

Completion of Police Lines, Kampala.
Police Depôt, Kampala.
Provincial Prison, Luzira.
Kawanda Agricultural Station.
K.A.R. Cantonment, Jinja.
Septic Tank Installations, Entebbe and Mbale.
Electricity Services, Entebbe, Kampala and Jinja.
Sewerage and Drainage, Kampala.

XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

His Majesty's High Court of Uganda established by the Uganda Order in Council, 1902, has full jurisdiction, civil and criminal, over all persons and matters in Uganda. The Chief Justice and two Puisne Judges exercise jurisdiction as a Court of First Instance and as an Appellate Court from Subordinate Courts, both British and Native, over which they have also supervisory powers and revisional jurisdiction. Subject to certain limitations, appeals lie from its decisions to His Majesty's Court of Appeal for Eastern Africa.

In each district, there are constituted, by the Courts Ordinance, a District Court and Additional District Courts of the First, Second and Third Classes, subordinate to the High Court. The District Magistrate and Judge is appointed by the Governor, or in the absence of such appointment is the chief executive officer of the district. Additional District Magistrates and Judges of the appropriate classes are appointed by the Governor, and vary in number according to the number of officers holding magisterial and judicial powers stationed in the various districts. The powers and jurisdiction of these British Subordinate Courts are primarily regulated by the Courts Ordinance and the Civil and Criminal Procedure Codes.

Native Courts of varying powers and jurisdiction are established in every district, under a series of Proclamations made under the Courts Ordinance. In Buganda, however, the Lukiko Court exercises jurisdiction throughout the Province. Provision is made for appeals from inferior to superior Native Courts and thence to British Subordinate Courts and the High Court, which have supervisory powers over Native Courts.

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Criminal and Civil jurisdiction of British Courts (including the High Court):—

CRIMINAL.

	1934.	1935.	1936.	1937.	1938.
Total number of persons tried ..	6,359	5,351	5,927	7,165	8,365
Discharged	677	650	847	969	1,188
Acquitted	450	300	368	388	484
Found insane	2	2	4	4	11
Committed awaiting trial ..	21	11	1	12	18

	1934.	1935.	1936.	1937.	1938.
Convictions.—					
Death sentences	37	31	48	59	36
Imprisonment	1,732	1,153	1,388	1,468	1,633
Whipping	32	43	33	34	38
Imprisonment and whipping ..	9	24	38	15	15
Imprisonment and fine ..	74	113	51	27	37
Imprisonment, whipping and fine	1	7	2	..	4
Fine	3,105	2,695	2,899	3,742	4,119
Bound over or otherwise disposed of	319	322	258	447	782
TOTAL NUMBER OF CASES ..	5,637	4,949	5,693	6,790	7,916*

* Includes 204 cases tried by the High Court in its original criminal jurisdiction five tried under extended jurisdiction by the District Court, Arua, and 103 cases involving 116 juveniles.

CIVIL.

Year.	Amounts of £15 and under.	Amounts from £15 to £50.	Amounts from £50 to £150.	Amounts above £150.	Value not stated.	Total.
1934 ..	1,052	370	105	28	15	1,570
1935 ..	1,133	404	109	17	35	1,689
1936 ..	1,320	492	135	29	26	2,002
1937 ..	1,278	508	151	35	34	2,006*
1938 ..	1,577	824	245	63	26	2,735

* Includes 269 cases tried by the High Court in its original civil jurisdiction.

High Court appellate jurisdiction:—

	1934.	1935.	1936.	1937.	1938.
Criminal appeals	137	118	137	152	169
Civil appeals	10	13	18	16	5
Criminal revisions	98	171	196	165	162
Civil revisions	15	19	25	28	26
Confirmation of death sentence ...	8	4	..	..	..
Confirmation of sentences ..	264	215	122	218	291
Miscellaneous revisions ..	..	3	8	4	1
Miscellaneous appeals ..	..	4	3	1	2
Orders under section 166, Criminal Procedure Code ..	..	..	2	..	..
TOTAL	532	547	511	584	656

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The number of cases, civil and criminal, decided by Native Courts was 105,200 as against 84,898 in 1937.

General.

The probationary system, as understood in England, does not yet operate in Uganda. Courts have the power, however, of releasing a first offender, convicted of an offence not punishable with death, on bond to appear and receive sentence when called upon, and in the meantime to keep the peace and be of good behaviour. This is principally used in the case of juvenile offenders, where the parent or guardian can be relied on to exercise supervision over the offender.

Courts also have powers, when sentencing an offender to pay a fine and imposing in lieu a sentence of imprisonment, to suspend execution of the sentence in lieu of payment, on the execution of a bond for appearance, or to order payment by instalments. Offenders sentenced to payment of fines are frequently afforded time to pay, under these provisions, if they indicate a willingness to pay and have a fixed residence, but, owing to the less settled residence of many Africans, particularly those of criminal habits, and the greater difficulty of tracing them, it is probable that there is a higher proportion of offenders imprisoned for non-payment of fines than in more developed countries.

Police.

The Police Force comprises 47 Superior Police Officers and Inspectors; 28 Sub-Inspectors, 1,011 rank and file and 57 detectives under the command of a Commissioner, who is also Chief Fire Officer. Fire brigades consisting each of 14 firemen are stationed at Kampala and Jinja.

A Criminal Investigation Department, to which is attached a Finger Print Bureau carrying over 81,717 files, controls the supervision of habitual criminals, and undertakes certain duties in connection with immigration and passport control.

The Training School is at Kampala; instruction consists of police duties generally, the use of arms, first aid, traffic control and local languages. The course lasts normally for six months. Refresher and promotional courses are held, and there is an elementary vernacular school for the children of serving policemen.

A monthly magazine in Swahili, designed primarily as an educational medium for the benefit of the African ranks, now has a circulation of 1,350.

The Ambulance Division, under the auspices of the St. John Ambulance Brigade Overseas, has a membership of forty-three including 23 Africans.

At the Central Registration Bureau 1,039 rifles, 1,743 shot guns, 294 revolvers and pistols, 18 muzzle loaders and 31 miscellaneous guns were registered.

9,166 case were reported to the Police and 7,553 persons were proceeded against on charges of crime as against 8,999 and 7,020 respectively in 1937.

Police are also maintained by the Native Administrations and serve as warders in Native Administration prisons in addition to performing ordinary police duties. With a view to increasing their

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efficiency, special instructional courses are held periodically at the Training School: the results continue to be satisfactory.

Prisons.

In pursuance of a recommendation by the Prisons Committee set up in 1936 to review prison policy and organisation, a Commissioner was appointed and assumed control of the separate Prisons Department in April.

Government maintains a Central Prison and 14 district gaols. The completed portions of the Central Prison include the general administration block and workshops, a special section for the segregation of young prisoners, females, Asiatics and Europeans, the punishment and condemned cells and the hospital. The accommodation capacity in association wards is based on the scale of 40 square feet floor space to each inmate, and there is at present provision for 540 prisoners. The daily average number during 1938 was 860, a number of temporary wards accommodating the surplus population. The number of prisoners admitted to Protectorate prisons was 5,118 the daily average being 1,318.

All executions are carried out at the Central Prison; 29 persons were executed in 1938.

The 14 district gaols provide accommodation for local short-term prisoners and remands. Three only are of permanent material and designed originally as prisons. Of the others two are buildings adapted for use as prisons, one is a lock-up only and the remainder are mud and wattle structures. The standard accommodation is based on the scale of 28 square feet per prisoner.

The Commissioner is responsible for the general administration and control of the Prisons Service. The European staff consists of a Commissioner, Superintendent, two Assistant Superintendents and three Head Gaolers, the latter normally recruited from the Home Service. All executive officers are allocated to the Central Prison. The District gaols are administered by the local European Officer of Police or, where there is none, the District Commissioner. The subordinate warder staff are Africans, who, before being posted for duty, undergo a six months' course of instruction.

No reformatory for the treatment of juveniles at present exists, but a small building of a temporary nature has been erected in the vicinity of the Central Prison, where juvenile offenders are given elementary education and instruction in husbandry and carpentry.

At the Central Prison the main industries are tailoring, carpentry, mat and basket work. Practically all uniforms required for the African personnel of Government Departments, Native Administrations and the Police and Prisons Services, are manufactured in this prison together with a large quantity of furniture and other miscellaneous articles for various Departments. Prisoners at district gaols are employed on the production of prison food crops, fuel cutting, conservancy, and general clearing and anti-malarial work in and around Government stations.

The general health of the prison population has been satisfactory. The number of deaths was 31, due mainly to pneumonia and tuberculosis.

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XIV.—LEGISLATION.

Ordinances.

The Sugar (Control) Ordinance gives effect to the International Sugar Agreement signed in London on the 6th May, 1937, and provides in particular for restricting the total amount of sugar which may be lawfully exported from Uganda to places outside East Africa in any quota year. It provides also for the restriction of the amount of sugar to be held in stock in the Protectorate in a quota year.

The Mental Treatment Ordinance is a comprehensive measure and replaces the old law (Cap. 100) relating to lunacy, the provisions of which were unsatisfactory in many ways. It is designed to give the fullest possible protection to persons of unsound mind and to enable their treatment to be carried out in the manner most beneficial to them.

The Forests (Amendment) Ordinance makes provision for a new class of forest reserve known as "Native Forest Reserves" intended primarily for the supply of forest produce to Africans. Their management will be in the hands of the native authorities and it is hoped that the new system will lead to an appreciation of the benefits of forestry among Africans and that they will learn to manage the forest reserves entrusted to their care to their financial advantage and in the interests of local development. The advice and supervision of the Forest Department will be available to Provincial Commissioners who will be responsible for the supervision of the forest work carried on by native authorities.

The Native Administration (Incorporation) Ordinance enables the Governor to constitute native administrations as legal entities, with the usual advantages which such legal status confers. An important safeguard is that the consent of the Governor is necessary prior to the acquisition of land, or any interest in land, by native administrations incorporated under the Ordinance; conversely, the like consent is a condition precedent to the lawful transfer of any right, title or interest in or over any land so acquired.

The Townships Ordinance. Many of the provisions of the old Ordinance (Cap. 166) are now dealt with under the Public Health Ordinance (Cap. 145) and it was thus considered necessary to re-enact the Townships Ordinance, at the same time reproducing the remaining provisions in a more comprehensive form. The Ordinance contains wide rule-making powers, as is usual in legislation dealing with the regulation of townships.

The Employment of Women (Amendment) Ordinance gives effect in Uganda to the International Night Work (Women) Convention of 1934, and exempts from the operation of the principal Ordinance women holding responsible positions of management engaged in night work in industrial undertakings who are not ordinarily engaged in manual work.

The Post Office (Amendment) Ordinance prohibits the transmission by post without lawful excuse of postal articles which either enclose or bear any words, marks, or designs of an offensive character.

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The Medical Registration (Amendment) Ordinance provides, *inter alia*, for the protection of the public by defining precisely "the practice of dentistry" in order to prevent unqualified persons from practising. It also legalises the hitherto tacitly accepted practice whereby unregistered or unlicensed members of missionary organisations gratuitously treat the more common ailments; such persons are now subject to the control of the Director of Medical Services who has discretion in the issue of permits, subject to an appeal to the Medical Board.

The Stamp (Amendment) Ordinance gives effect, *inter alia*, to certain International Conventions relating to the admissibility in evidence of unstamped or understamped instruments; it exempts all Government employees from the necessity of stamping receipts for any salary, wages, pension, gratuity or allowance, and makes provision for the payment of stamp duty on the nominal capital of companies, hitherto levied as a tax under the Companies (Tax on Nominal Capital) Ordinance, now repealed.

The Native Administration Tax Ordinance represents a further step in the aim of Government progressively to abolish the ancient customary liability of Africans to compulsory labour. The Ordinance abolishes this type of labour and its alternative commutation by money payment which was first introduced in 1931, and substitutes a monetary tax commutable by labour only in the case of persons genuinely unable, for reasons apart from infirmity and the like, to pay the tax. The appropriate Native Administration will receive the tax as part of its budgetary revenue.

The Employment of Children Ordinance prohibits absolutely the employment of children under the age of sixteen years in any industrial undertaking. Although children were not being employed in the Protectorate to any great extent it was, nevertheless, considered desirable to replace the old Ordinance (Cap. 62) which fixed the minimum age for their employment at twelve years. "Industrial undertaking" is comprehensively defined and includes mining, quarrying and other similar industries which might be injurious to a child's health.

The Trading Ordinance re-enacts the law relating to trading but the subject is treated from the point of view of control and regulation, rather than of the production of revenue. In furtherance of this policy the fees are considerably lower than those charged under the old Ordinance (Cap. 167). Trading by non-natives outside townships and trading centres is prohibited (except in Buganda), as is trading by natives on behalf of a non-native. For the first time, distinction is made between commercial travellers and hawkers in conformity with the practice in force in neighbouring territories.

The Kenya and Uganda Railway (Amendment) Ordinance is primarily concerned with an extension of the High Commissioner's powers and includes power to provide for road, motor and air services.

The Interpretation and General Clauses (Amendment) Ordinance effects certain statutory changes which will simplify the interpretation of the Protectorate laws and reduce their number on the statute book. Among its more important provisions is that which lays

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down the procedure in appeals from the decisions of public officers to the Governor or the Governor-in-Council.

The Prisons (Amendment) Ordinance. Prisoners serving sentences of one month or over may now earn partial remission, whereas, as the law stood, only prisoners serving terms of six months or over could do so. This new system conforms with the practice in England.

The Coffee Industry Ordinance establishes the Coffee Board upon a statutory basis and provides for the levy of a cess on all coffee exported from the Protectorate. The proceeds of the cess will be used, *inter alia,* for advertising the merits of Uganda coffee and increasing its sale and for meeting a part of the cost of local research work in connection with the industry.

The Traffic (Amendment) Ordinance enacts a number of amendments to the old law which experience had shown to be necessary. The most important of these provide for appeal to the High Court from cancellation of a dealer's general licence, enable a Court to convict for the reckless driving on an information for manslaughter, and provide for a stricter control over public and commercial vehicles. Opportunity was taken to repeal all that part of the principal Ordinance dealing with the construction and equipment of motor vehicles; these provisions have been re-enacted as Regulations and are thus more easily amended to meet changing conditions.

The Estate Duty (Amendment) Ordinance provides a revised scale of fees leviable in respect of the smaller estates; hitherto, the scale was based on that obtaining in England and, although that was not a harsh one, it is considered that small estates should be lightly taxed in a country which is in an early state of development.

The Makerere College Ordinance gives effect to the decisions taken by the Secretary of State and the East African Dependencies upon the Report of the Commission on Higher Education in East Africa, and provides for the control, administration and working of Makerere College. As full autonomy to the College has not yet been granted, amendments will probably be found necessary from experience gleaned in the initial stages of the working of the Ordinance.

The Cotton (Amendment) Ordinance is based on certain recommendations contained in the interim report of the Uganda Cotton Commission, 1938, and has been passed with the object of reducing malpractices in the purchase of raw cotton. Individual licences are issued to persons who carry out the actual operation of buying and such persons must be in possession of a valid "buyer's certificate" which is issued only to those whose names have been placed upon the Register; thus, one person only will be responsible for the actual weighing and paying out, and, in the event of a charge of cheating, the task of the prosecution will be considerably simplified.

Subsidiary Legislation.

Declaration under the Dangerous Drugs Ordinance excluding certain preparations containing morphine, cocaine and certain other drugs from the provisions of Part V of the Ordinance in pursuance of Article 8 of the International Opium Convention, 1925. This Declaration is based on findings communicated by the Council of the League of Nations to the parties to the Convention.

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Order under the Traffic Ordinance granting an exclusive licence to the Overseas Motor Transport Company, Limited, to operate public service vehicles on certain routes. British made omnibuses have been imported and a regular, cheap and safe mode of transport has been provided for the public convenience.

The Public Health (School Buildings) Rules determining the structural requirements for the erection of schools; they provide for sanitary and cooking arrangements and generally ensure that pupils will be housed and taught under most hygienic conditions.

Notice under the Public Health Ordinance prohibiting the erection of rooms and dwellings which do not conform to certain structural requirements in townships or trading centres or on any land in the occupation of non-natives.

The Industrial Alcohol (Amendment) Rules amend the rules for the denaturing of spirit and include a specification for a suitable denaturing agent. Control of sale, importation and possession of methylated spirits are also provided for.

The Mental Treatment Rules implement the provisions of the Mental Treatment Ordinance and prescribe the dietary scale for patients, rules as to visits, the forms to be used and fees to be paid in connection with the reception and detention of persons of unsound mind, the form of registers to be kept and the scale of fees for paying patients.

The Inland Water Transport (Licensing) Rules implement the provisions of the Inland Water Transport (Control) Ordinance, 1937, and provide for the application and issue of licences and the scale of fees. The requisite forms are prescribed.

Orders under the Waterworks Ordinance providing for the control of the newly inaugurated water supplies for Entebbe and Mbale.

The Cotton (Buyers' Certificates) Rules provide for the application and issue of the certificates required under the Cotton (Amendment) Ordinance.

The Traffic (Amendment) Regulations amend the principal Regulations in the light of experience. The whole of the forms have been replaced and re-arranged in a more orderly manner.

Order under the Native Administration Tax Ordinance, 1938, setting out the classes of persons exempted from payment of the Tax and including, *inter alia,* all ranks of the regular Military, Police and Prisons Services and clergy, teachers, and scholars attending approved schools.

Order under the Cotton Export Duty Ordinance varying the sliding scale of export duty and effecting a reduction of one cent per lb. By this reduction in the overhead charges of the ginner, a higher price to the grower will be made possible.

Native Laws.

The Buganda Cotton Cultivation Law provides for the reporting of any suspected disease in plants and the uprooting of old plants. Penalties are provided for non-compliance with any order given to

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a cotton grower by the authorities requiring any thing to be done for the betterment of the crop.

The Adultery and Fornication (Amendment) Law replaces section 6 of the Adultery and Fornication Law, 1917, with a new section prescribing punishments for specific offences. An addition is made to the law of 1917 penalising any person who assists an unmarried girl under twenty years of age to run away from her parents or lawful guardians or who harbours such girl knowing that she has so removed herself from her parents' or guardian's care.

The Native Liquor Law repeals and replaces the 1917 law and reproduces in a more satisfactory form the law for the prevention of drunkenness. The making of liquor is forbidden in the Kibuga (township) and liquor may only be brought under permit. Persons found incapable or disorderly as a result of drunkenness are penalised, as are persons who supply any liquor to persons under 18 years of age.

The distilling, selling, buying, drinking or possession of *waragi* (a particularly potent liquor) is prohibited, and offenders are heavily punished.

XV.—BANKING, CURRENCY, WEIGHTS AND MEASURES.

Banks.

Banking facilities are afforded by the National Bank of India, Limited, with branches at Entebbe, Kampala and Jinja; the Standard Bank of South Africa, Limited, with branches at Kampala and Jinja; and Barclays Bank (Dominion Colonial and Overseas), with branches at Kampala and Jinja. There is also the Post Office Savings Bank. There are no agricultural co-operative banks.

Savings Bank.

Savings Bank deposits exceeded withdrawals by £16,791. At the end of the year there were 13,758 depositors and the amount standing to their credit, including interest, was £176,422.

The number of African depositors increased from 9,101 to 10,235.

Currency.

Shilling currency with 100 cents to the shilling is in use. The following coins and notes are in circulation:—

Coin:—

Sh. 1 which is legal tender for an unlimited amount.

50 cents = 6d. which is legal tender for an amount up to 20s.

10 cents = 1·2d.
5 cents = 0·6d.
1 cent = 0·12d.
} which are legal tender up to 1s.

Notes:—

Shs. 10,000; 1,000; 100; 20; 10; 5. Notes of the denomination Shs. 10,000 are not in general circulation. They are issued only

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to Banks for the purpose of facilitating local clearance transactions. Notes of the denomination of Shs. 200 are no longer kept for issue.

Weights and Measures.

The Imperial Standards of weights and measures have been adopted and copies of these standards, verified by the Board of Trade in England, are maintained as the Protectorate Standards.

A Weights and Measures Ordinance is in force and certain sections prohibit the use of weights and measures other than standard, or of unstamped or unjust weights, measures and weighing instruments. All weights, measures, etc., used for trade must be verified and stamped periodically; during the year 10,641 were stamped and 1,363 adjusted by a qualified inspector.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

There was a surplus balance of £1,162,137 at the end of 1938 and this, with the Reserve Fund of £533,890 provided a total surplus of £1,696,027. The Estimates provided for an excess of Expenditure over Revenue of £422,904. The result of the year's working was a deficit of £155,791.

Results of the last five years:—

Year.	*Revenue.*	*Expenditure.*	*Surplus Balance and Reserve Fund.*
	£	£	£
1934	1,527,672	1,330,561*	1,411,516
1935	1,566,688	1,420,095*	1,558,109
1936	1,712,940	1,575,147*	1,695,902
1937	1,959,534	1,763,073†	1,892,363
1938	1,863,863	2,060,199†	1,696,027

* Excludes payments to the Reserve Fund. Payments ceased in 1936.

† Includes depreciation of investments: £40,545 for 1938.

The estimated revenue for the year was £1,756,755, and the actual receipts were £1,863,863: there was thus an increase of £107,108. The Heads under which the principal increases occurred were:—

	£
Customs	.. 50,000
Licences, Excise, etc.	.. 34,000
Fees of Court, etc. ..	.. 16,000

The amount appropriated for the service of the year was £2,179,659 and the actual expenditure was £2,019,654. There was thus a decrease on the Expenditure Estimates of £160,005.

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Public Debt.

Designation and amount of loan.	*Balance outstanding on 31st December, 1938*	*Remarks.*
	£	
Uganda Government 5%. Inscribed Stock, 1951–71. £2,000,000 issued at £96%, raised under Ordinance No. 1 of 1932.	2,000,000	Contributions to a Sinking Fund at the rate of 1% per annum, plus contributions to a Supplementary Sinking Fund at 0·407% on the Protectorate share of the Loan (£1,117,095) commenced on the 1st September, 1935.
Uganda Government 3½%. Inscribed Stock, 1955–65. £235,600 raised under Ordinance No. 1 of 1932.	235,600	Contributions to a Sinking Fund at the rate of 2·017% per annum commenced on the 15th August, 1936.

These loans were raised to meet the cost of railways, roads, water supply and other public works of development and for the repayment of loans made by His Majesty's Government to the Government of Uganda.

Although the loan of £2,000,000 is secured on the general revenues and assets of the Protectorate, the revenues of the Kenya and Uganda Railways and Harbours Administration are liable to the Protectorate Government for the portion of the loan (£882,905) spent on railway and harbour services and on the repayment of loans made by His Majesty's Government which have been employed in financing such services.

Assets.

Of the surplus at the end of the year £1,088,338 was invested, £144,808 held in cash and deposits at short call, £113,334 as stores, and £349,547 advanced at short call and pending the raising of a loan. In addition £238,595 held in cash, deposits at short call and investments, represents unexpended balances of loan funds and sundry deposits, etc.

Revenue.

The main sources of revenue from taxation, and the yield of each, were:—

	£
(*a*) Customs and Excise	595,982
(*b*) Licences to purchase, store, gin and bale cotton ...	12,535
(*c*) Cotton tax	156,885
(*d*) Licences under the Traffic Ordinance	35,169
(*e*) Stamp duties	12,403
(*f*) Trading licences	25,633
(*g*) Poll taxes, African	571,396
(*h*) Poll taxes, non-native	32,354

(*a*) Revenue under this Head is derived from Customs, chiefly on spirits, tobacco, cotton yarns and manufactures, oils, fats and resin manufactures. Excise duties are levied on beer, sugar, tea, cigarettes and other manufactured tobacco.

(*b*) The fee for a ginning licence is £50. The licence includes the right to a full permit to purchase lint cotton, but a fee of £50 is charged for this right to any non-holder.

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(*c*) The tax on exported cotton is fixed annually, according to the closing price on the Liverpool Cotton Exchange for July American "middling" futures in the middle of December of the previous year. In December, 1937, the price for July American "middling" futures was above 4·50d., and a tax of two cents per lb. was levied.

(*d*) The basis of taxation of motors is net weight, and the fees are: for private motor cars Shs. 5 per cwt.; for public service and private hire vehicles Shs. 5 per cwt. plus an additional fee of Shs. 10 for each passenger whom the vehicle is licensed to carry; for commercial vehicles Shs. 6 per cwt. for the first 50 cwts., thereafter Shs. 4 per cwt.; for trailers Shs. 4 per cwt. A fixed fee of Shs. 30 is charged for a motor-cycle with or without a side-car.

(*e*) The Stamp Ordinance is based largely on the Indian Stamp Act of 1889, which follows closely the English Act.

It provides that any instrument, whether executed or not, and whether previously stamped or not, may be brought to a Disrtict Commissioner or the Revenue Authority for adjudication as to the proper duty chargeable. The fee for adjudication shall not exceed Shs. 10 nor be less than Sh. 1.

(*f*) *Non-native Trading.*—A licence to trade in wholesale and retail costs £15, and in retail only £7 10s. Licences for each additional trading store cost £5 and £3 15s. respectively.

African.—A licence to cover wholesale and retail trading costs £1 4s. and for each additional store £1 4s.

Hawkers' licences are £6 for non-natives and £3 for Africans.

(*g*) There is no hut tax. A poll tax is levied both on Africans and non-natives. The amount of native poll tax, which also in some instances includes "tribute", a tax collected on behalf of certain Native Administrations, varies from Shs. 6 to £1 1s. annually per adult male of the population, and is assessed according to the average ability of the natives of the district to pay. The tax is collected, under the supervision of Administrative Officers, by chiefs, and a rebate based on a percentage of the collection is paid to the Native Administrations for this service, together with the "tribute". The following table shows the rates at present in force, the gross yield, and the net yield after deducting payment of rebate and "tribute":—

District.	*Rate*	*Gross yield.*	*Gross yield per Province.*	*Rebate and Tribute paid.*	*Net yield.*
	Shs.	£	£	£	£
Buganda Kingdom—					
Mengo	15	119,961			
Masaka	15 / 10	27,970			
Mubende	15 / 10	9,265			
			157,196	30,934	126,262
Eastern Province—					
Busoga	21	95,594			
Central	18	69,146			
Budama	18	23,667			
Teso	18	63,848			
Karamoja	7	6,910			
			259,165	75,618	183,547

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District.	*Rate*	*Gross yield*	*Gross yield per Province*	*Rebate and Tribute paid*	*Net yield*
	Shs.	£	£	£	£
Northern Province—					
Bunyoro	10	10,649			
Acholi	14/8	17,643			
West Nile	8	17,966			
Lango	15	42,271			
			88,529	21,991	66,538
Western Province—					
Toro	10/6	16,877			
Ankole	10	30,910			
Kigezi	12/8	18,720			
			66,507	21,300	45,207
TOTALS ..		.. ..	571,397	149,843	421,554

(*h*) The non-native poll tax is graduated according to the income of the tax-payer and applies to both males and females; but persons under the age of 18 years and females whose taxable income does not exceed £150 are exempt. Where the taxable income does not exceed £200 the minimum tax of £1 10. applies, and the maximum amount payable is £500 where the taxable income is £10,000 or more.

Other important sources of revenue, which do not strictly come under the heading of taxation, and the yield from each are as under:—

	£
Forestry fees	23,148
Inspection of cattle	6,595
Land rents	29,755
Medical and hospital fees and receipts	9,972

Under the terms of the Congo Basin Treaties, equality of treatment in respect of imported goods irrespective of origin is ensured, and the grant of Imperial Preference is therefore inadmissible. Goods declared as being in transit may be imported and forwarded under Customs control on payment of expenses of administration (6d. a package).

For purposes of Customs, Kenya and Uganda form a single unit and, by agreement with Tanganyika, a common tariff has been accepted by the three territories securing the free and unrestricted movement of imported goods and local products. The common tariff, however, includes a small number of "suspended duties", which may be imposed by Proclamation, either in part or in full, in any or all of the territories.

The general duty rating under the Common Tariff is 20 per cent. *ad valorem* on the landed value at the port of entry. Building materials, artisans' tools, and vehicles and parts are admitted at lower rates; and exemption from duty is allowed on drugs and medicines, packing materials, disinfectants, germicides and vermin killers, machinery, and many articles necessary for road construction, sanitation, irrigation and drainage purposes, and for agricultural, industrial and educational development.

The Customs revenue of the Protectorate in 1938 was £514,941.

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XVII.—GAME.

Elephant control appears at last to have effected an appreciable reduction in numbers and reports from more than one district record little damage to crops.

The most striking success is again in Bunyoro where the huge herds have been confined within the Reserve, the few which emerged doing no harm to cultivation.

Extensions have been made to the Bunyoro and Gulu, and to the Lake George, Game Reserves. White Rhinoceros sanctuaries, co-terminous with Crown Forests, have been proclaimed in West Nile and West Madi.

Owing to the prevailing low price for ivory, revenue from the sale of licences declined. Fewer special elephant licences have been taken out and fewer full game licences.

In spite of the ravages of rinderpest, buffaloes continue to increase and are a source of frequent complaint.

There are still various localities outside Game Reserve, sanctuaries and closed Sleeping Sickness areas, in which game generally is plentiful.

XVIII.—MISCELLANEOUS.

Geological Survey.

A geological staff under a Director is maintained at Entebbe where laboratory facilities exist for the testing of specimens. The activities of the Survey cover a wide range of enquiries, of which the chief are the preparation of geological maps with the resulting indication of the best areas to search for minerals, and water supply questions.

Most of the areas where minerals are now being worked in Uganda were first suggested by this Survey.

Advice is given in the matter of bore-hole sites and geophysical equipment is used to assist in this enquiry. A considerable amount of time has been given to anti-soil erosion problems.

Reports which set out the activities of the Survey are issued annually, together with bulletins dealing with various problems of the Protectorate geology. Memoirs which cover subjects such as petroleum, the tin deposits and the volcanic area of Bufumbira and soil erosion have also been published.

Geologically Uganda is closely related to the countries surrounding it and is underlain mainly by a complex of very ancient crystalline rocks, and in places, especially in the south-west, by old bedded rocks into which granites are intruded; newer rocks associated with volcanic activity occur in the east and north-east and in the south-west. The Protectorate offers, therefore, much the same possibility of mineral development as the countries around it, some of which have a longer history of mining.

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Part II (1936)	4	50
Audit	1	00
Education	4	00
Forest	1	50
Game	3	00
Geological	3	00
Government Press	1	00
Judicial	0	50
Land and Survey	3	00
Medical	3	50
Police	2	00
Prison	1	00
Provincial Administration	2	50
Public Works	1	50
Treasury	4	00
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NOTE.—The Crown Agents for the Colonies, 4, Millbank, London, S.W.1, are agents for the sale of publications by the Uganda Government.

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Appendix I.

Text of the address by the Governor of Uganda to the Inter-territorial (Higher Education in East Africa) Conference held at Kampala in May, 1938.

"The Conference which is about to begin its labours has been summoned by my Government, with the concurrence of the Secretary of State, to deliberate on matters of the greatest importance to the future of the people of these Territories. We are greatly obliged to the Governments which have sent delegates for their ready co-operation, and to all those who have given so much time and trouble to this Conference. We extend a cordial welcome to our visitors and hope they will find their stay in Uganda agreeable.

"The development of higher education in East Africa was examined last year by a distinguished Commission from England under the chairmanship of Lord De La Warr, and in broad outline its recommendations for the establishment of a Higher College have been accepted by the Secretary of State. It is with the manner of the execution of these recommendations that we are now concerned.

"The success or failure of the great project which we have under consideration, must necessarily depend largely upon decisions which we have now to take, and we have felt our responsibility to be so heavy that we have been unwilling to take those decisions until we have had the advantage of the advice of a representative Conference such as that which is assembled here to-day.

"Before we turn our attention to the future, however, it may perhaps be as well to consider the past very briefly, and the present. Our predecessors established here in Uganda the institution known as Makerere College upon a foundation of school education established by many years of devoted labour by the Missionary Societies. In the dozen years of its existence, Makerere has evolved until to-day it has reached a stage when further important developments are in sight. But we must not make the mistake of supposing that we are starting an entirely new thing. Higher education, limited it is true in scope, has long been established in Uganda and is fast reaching a point where its products, few though they may be in numbers, are at last within reach of the standards attained in older countries. For this we are indebted to the Principal and Staff of the College and of the associated Medical School at Mulago and the Veterinary School at Entebbe, and I should not like to let this occasion pass without putting on record our appreciation of their admirable work. We are not breaking new ground but rather continuing a process which was initiated in 1923, and taking steps to set it upon secure foundations and to direct it into wise and well thought out courses which will lead it forward to further achievement.

"There are, I suppose, few British people to-day who are not acutely conscious of the precious heritage of religion and culture, of liberty of thought and freedom of conscience which is ours, and at a time when in many parts of the world men are engaged with great

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vigour and thoroughness in establishing systems of Government and Society which in many respects are repugnant to us, we shall, I believe, be found to agree that there is no greater service we can render to the people of these countries than to establish upon secure foundations among them an institution which shall draw its inspiration and the breath of its life from the same rich sources.

"Moreover, we have to face the practical fact that there is a great demand among the people of these countries for more and better and higher education, and that it is on all grounds right and proper that it should be available for them in their home environment. It is true that if no such provision is made, the numbers driven abroad in search of higher education will still be relatively few in comparison with the great mass of the people of these countries. It might be argued that in any case it is only a small minority which makes any demand for higher education, and that therefore such great expenditures on such small numbers of the people are not to be justified. I do not share that view. No civilisation in the world has arisen, nor can our civilisation be established and take root in these countries—or so it seems to me—upon any other foundation than what I may call an aristocracy of culture, which must necessarily be relatively very small in numbers. The widespread education of the masses up to the very limited standards practicable even in our own country, may be a consequence of that but cannot precede it, indeed I should regard with horror as a crime against the people of these countries the partial education of great numbers in the schools, to say nothing of that other continuous education by the innumerable contacts with our more advanced and complex society in commerce, in agriculture, industry, the public services, and in many other ways, unless at the same time we were making every effort to provide for them, in their own environment, a means whereby there may be produced the leaders and guides of their own race whom they will so greatly need if they are not to be at the mercy of forces and influences—some perhaps intentionally subversive—from which it is beyond our power to insulate them. It is, I believe, particularly true of the people of these countries during the process of their introduction into the modern world that a little knowledge is a dangerous thing. Even if we wish to do so, which we do not, we have no power to prevent great numbers from acquiring a little knowledge: but we have the power to make available for the few that greater and wider learning and culture in which alone are security and wisdom.

"Moreover, our need for professional staff, both men and women, is great and urgent. We are pressed on all sides by problems of human and animal health and nutrition, of the maintenance of the fertility of the soil and its proper cultivation, the preservation of forests and water supplies, the extension of communications and many others. We can do little more than sketch our designs on small scattered patches of this vast canvas until we can avail ourselves of fully educated and trained African men and women in sufficient numbers. There is no remote possibility of one college such as we have it in mind to establish, being able to meet all our

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demands for very many years, let alone to glut the market, but at least it will be a beginning.

"Your deliberations on this occasion will be confined, as you are aware, to questions immediately affecting the establishment of the Higher College. This is not because of any failure on my part to realise how closely the College and the system of schools, on which it must be based, are related to each other; but because if the subjects to be submitted to you are to be kept within manageable bounds, it is necessary to impose this limitation, for otherwise you would find yourselves committed to an examination of the whole system of education in East Africa. I am fully alive to our commitments and obligations as regards the primary and secondary schools, and the training of teachers and craftsmen, and were I inclined to neglect them I should be quickly called to order by the unofficial members of my Legislative Council who, in approving the provision of finance for the Higher College, particularly stressed their view that increased expenditure for these purposes is inevitable if the College is to be built upon a sound basis, and that this increased expenditure should accompany rather than follow the foundation of the Higher College.

"You will note, I know, with great gratification that the Lords Commissioners of His Majesty's Treasury have indicated that they would be willing for Parliament to be approached with a request for a grant of £100,000 towards the endowment of the College; and you will, I feel confident, share my faith in the customary generosity of Parliament in relation to such Imperial obligations as these. You will wish, no doubt, to include in the resolutions which you will adopt, an expression of appreciation of the action which His Majesty's Government proposes to take.

"The Government of Uganda, on the unanimous recommendation of the Standing Finance Committee, has proposed a substantial expenditure, the details of which are in your hands. We hope that neighbouring Governments will also see their way to contribute to the Endowment Fund; indeed a tentative proposal for a contribution of £100,000 has been made in its Legislative Council by the Government of Tanganyika. We recognise that it is proper that Uganda should carry the whole cost of the buildings.

"We have displayed in another room for you to see, our proposals for the new buildings, which are now under examination in the Colonial Office. We hope you will agree with us that they are well suited to their purpose and architecturally admirable, and a great credit to their talented architect, Mr. C. T. Mitchell.

"I have seen it stated in the Press that so great an expenditure from the public purse ought not to be undertaken for the purpose that we have in view and that the money might more properly be devoted to what is called development. I should like to take this opportunity of commenting on those statements.

"In the first place the public purse of Uganda is filled by the taxes of the African people of Uganda, not because the other communities do not very willingly meet their obligations to the State, but because they are numerically so few that it is no exaggeration to describe

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the revenue of this Protectorate as coming from the African people of it, who in any case are its primary producers; and they at least have, I am confident, no doubt about the propriety of expending these sums upon the foundation of a Higher College.

"As to development, it seems to me that that is precisely what this expenditure is—the development of the greatest and the most important resources that these territories possess—their people. It is surely a truth beyond question that, as the Swahili saying has it, *Mali ya nchi ni watu*—the wealth of a country is its people. If we are to develop that wealth to the full it can only be by means of the widest possible development of education.

"You may say that this is all very well, but it begs the question: what is education? There is indeed in modern times an inclination to suggest that education must be different for Africans because they are Africans: to speak of producing 'not a bad European but a good African', and so on. Well, in the technique of teaching, of course, you must adapt methods to circumstances—it would be silly, to put it at its simplest, to teach tropical Africans ice skating. But there is only one civilization and one culture to which we are fitted to lead the people of these countries—our own: we know no other and we cannot dissect the one we know and pick out this piece or that as being good or bad for Africans. There is good and bad in everything, and men must choose for themselves: it is the business of education to help them to that choice.

"We British are a Christian people, ourselves the products of the Christian schools and colleges of our native land, and the only civilization and culture we know is Christian. If we design to found a college, we mean by that a Christian College, not in any exclusive sense, for its doors will be open to all, but in a sense that the great liberal seats of learning in our own country are Christian.

"Our task, indeed, if we have any faith in our civilization and in ourselves, is boldly to lead the African peoples forward along the road we are ourselves following, confident that if we do that we shall have discharged our duty as guardian for them and shall have set them upon courses which, as they march onwards in the generations to come, will bring them ever closer to us and to the things in which we believe.

"That we can only do by establishing here a centre of learning and culture enjoying the security, the liberty of thought and teaching which are essential and, indeed, implicit in the word 'university'.

"That and no less is our aim; it will be a long and arduous task to attain it. But we shall certainly not achieve our purpose—or anything else of value for that matter—if we hold back timidly for fear that we may make mistakes, or for doubts if we are acting rightly. Of course we shall make mistakes, but we shall, God willing, make also much that is right and good and lasting, and rediscover perhaps in the process some of the firmness of purpose and the vigour in carrying it out which animated and inspired the men and women to whom we owe it that we are any of us here to-day. It is in that spirit that, in declaring this Conference open, I venture to suggest that you should approach the intricate questions upon which we have sought your advice."

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Appendix II.

Text of the speech by the Governor of Uganda on the occasion of the cutting of the first sod of the foundation trenches of the new Higher College at Kampala on the 3rd November, 1938.

"Your Royal Highnesses, Your Excellencies, Your Highness, My Lords, Ladies and Gentlemen, it is a very great honour and privilege which has fallen to me to-day when I find myself in the happy position of welcoming Your Royal Highness, who has been so good as to interrupt your holiday and to come here for the purpose of cutting the first sod of the foundation trenches of the new College which we design to construct on this site. My first duty is to express to you on behalf not only of the Government and people of Uganda, but I hope I may say on behalf of the Governments and peoples of Africa, our sincere gratitude to you for your presence here to-day.

The occasion is one of great significance for the people of these countries, for it marks a further, and a great, step forward in the provision of the means of higher education for them.

That it has been possible for this function to take place to-day is due in the first place to the work of the Principal and Staff of the existing Makerere College in the last fourteen years, and to the labours of all those in Mission and Government Schools, throughout East Africa, which have resulted in there being available pupils for the more advanced courses which it has become possible to give. It is due, of course, to much more than that—to all the striving and high endeavour which have gone to the pacification and development of these countries, and to the men and women who have devoted their lives to them.

The greater part of the expense involved in this project is falling upon this Protectorate which, in addition to a contribution of £250,000 to the Endowment Fund, is providing £170,000 for the new buildings as well as making over to the College not only the whole of the land required but also existing buildings to the value of not less than £50,000. It is proper, therefore, that we should at this time pay tribute to the wise and prudent financial administration of the Protectorate by our predecessors, as well as to the efforts of the Agricultural Department and to the industry of the people which have resulted in the accumulation of the funds by which we have been enabled to do these things.

I must also take this opportunity of expressing in public our deep gratitude to His Majesty's Government for their promise of a substantial contribution to the Endowment Fund, and to the Governments of those neighbouring territories who also propose to make substantial contributions as well as to the Government of Buganda for a gift of £1,000 and a special grant of £4,000 to schools to mark this occasion. The Native Administration of Busoga has also made a most generous grant of £5,000 and other Native Administrations in the Protectorate have given sums amounting altogether to £2,000. Finally a few weeks ago I learnt that the Empire Cotton Growing Corporation has made us a munificent present

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of £10,000 to build the Biology Laboratory of the College, and I welcome this opportunity of expressing publicly our very great gratitude for this help.

The plans of the buildings are displayed here, Sir, for you and our other distinguished guests to see, and we hope that you will agree that they are suitable for their purpose, not unworthy of the beautiful site upon which they are to be built and a great credit to Mr. C. T. Mitchell, the talented architect who has designed them.

There are at the present time 175 students at Makerere from Kenya, Tanganyika, Zanzibar and Uganda, and we have every hope that the number will increase as the schools from which they come raise their standards, and as the scope and activities of the College are increasingly extended.

We have, at any rate in Uganda, and I have no doubt it is the same with our neighbours, a great need for African professional men and women to undertake many difficult tasks in the development of the country, particularly in the struggle against diseases of human beings, animals and crops, and in the extension of a balanced and skilful agriculture whereby the rich land of the Protectorate may without deterioration be made to yield, to an ever increasing extent, the crops upon which we must rely for the future progress and prosperity of the people.

We are animated by a firm belief that the foundation of this College will be a great force in establishing in these countries the culture and traditions of the British Commonwealth of Nations and the common tongue which binds them together, and we believe that only by providing in this way a wide open door through which the peoples of East Africa may enter to take their share in these things can we implement to the full the duty of guardianship which we have undertaken.

But I must not detain this distinguished company by discoursing upon matters which I am confident are present in the minds of us all, and I therefore now ask you, Sir, to be so good as to cut the first sod of the foundations of the new Makerere College."

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Appendix III.

Text of the speech by His Royal Highness the Duke of Gloucester before cutting the first sod of the foundation trenches of the new Higher College at Kampala on the 3rd November, 1938.

"I am very glad to have been able to come here to-day to cut the first sod of the foundations of this new College which is going to be built on this beautiful hill.

We are taking part in a ceremony which marks another stage in the relations of our country with the people of East Africa. These began when the great explorer Speke visited Uganda in 1862 and met the Kabaka Mutesa. Speke was followed in 1875 by Stanley, who was so struck by the great possibilities of the people and their country that he wrote an appeal in the form of a letter to the *Daily Telegraph*. His appeal was for missionaries to be sent from England to bring the Gospel to the people of Uganda, and it did not go unheeded. Within a few months the Church Missionary Society had despatched a first party of missionaries and they were soon followed by the White Fathers. Thus began the work of evangelisation and education which, after many years of toil and endeavour, has brought us, after sixty years, to the stage which has now been reached.

It is fitting that on such an occasion as this we should remember with gratitude the men and women whose labours have made the building of this College possible: and we must accord a high place among them to Lord Lugard who, as Captain Lugard, built his fort barely a mile from where we stand to-day and brought order out of the chaos and disturbances of the time. To him, more than to any other man, was due the establishment of the Protectorate over Uganda and the foundations of that state of peace and security which the country has enjoyed almost without interruption to this day.

It is owing to the goodwill between ourselves and the African people that education in East Africa has reached a standard that now makes a college possible and indeed necessary. Located, as is fitting, in Uganda it will serve the neighbouring territories. In one sense it will be new, but it has roots in the history of this part of Africa which go back for more than half a century, and it will inherit from the beginning a tradition of faith and service which it will do well to keep always prominently before it.

Many years ago that great man, Cecil Rhodes, used a phrase which has often been quoted since when he spoke of "equal rights for all civilised men". In that phrase, in fact, lies the whole conception upon which the British Empire is founded, and the justification for the great effort which is to be made in East Africa to establish a centre of culture and learning without which civilisation, as we understand it, cannot exist.

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We believe that the justification of Empire is the opening of the way to progress and civilisation for all those who are members of it. We have no wish to deny our rich heritage of freedom and justice to those for whom we have assumed responsibility; on the contrary it is our tradition—and we are proud of it—that our wards grow in time to be our partners, sharing with us alike the benefits and the responsibilities of our Commonwealth.

For this to be possible they must have access in increasing numbers to higher education, in their own country, in surroundings familiar to them and at a cost within their means.

I know that the foundation of this College is a matter of great interest to His Majesty the King, my brother, who has such happy memories of his visit to this country. I have here a message from him which I shall read:

'On the occasion of the cutting of the first foundation of the new College of Makerere, I wish to express to my loyal people of the East African Territories my cordial good wishes for the success of the great educational project which is being inaugurated to-day. The College will afford splendid opportunities for service and advancement, especially for African men and women, of which I am sure they will eagerly avail themselves. *George,* R.I.'

I wish all good fortune and success to the new Makerere College.

To the African people from whom the greater part of its students will be drawn I would say:

Here there is being offered to you, in your own part of Africa, a great opportunity for the years to come. You must strive manfully to avail yourselves of this opportunity and to ensure that your College shall become the equal of other centres of learning in other, and older, countries. You only, by your own endeavours, can do that, and you must be diligent and determined in it so that, with God's help, you may succeed in acquiring an education in the truest sense, which is so aptly described in the Bible as follows:—

'To know wisdom and understanding; to receive instruction in wise dealing, in righteousness and judgment and equity; to give subtility to the simple, to the young man knowledge and discretion: that the wise man may hear, and increase in learning, and that the man of understanding may attain unto sound counsels'."

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Livestock, 1938.

Appendix IV.

Province and District.	Cattle.	Sheep.	Goats.	Swine.	Donkeys.	Horses.	Mules.	Camels.
BUGANDA.								
Mengo	139,883	48,670	318,301	965	6	6	..	..
Mubende	13,661	4,698	45,643	..	..	..	..	..
Masaka	84,470	11,809	54,422	Few swine. No records kept	..	..	..	..
Total	238,014	65,177	418,366	965	6	6	..	..
EASTERN.								
Busoga	151,899	32,024	175,237	..	..	..	..	..
Teso	381,303	44,835	148,085	2	44	10	..	..
Karamoja	300,000	550,000	320,000	12	25,000	..	1	80
Bugishu	168,994	72,541	143,881	24	131	3	..	..
Bugwere	140,127	35,976	147,408	..	9	..	..	..
Budama	99,674	26,017	66,782	21	18	9	..	..
Total	1,241,997	761,393	1,001,393	59	25,202	22	1	80
NORTHERN.								
Lango	474,259	116,380	190,042	..	20	2	..	..
West Nile	141,111	37,518	147,437	119	..	..	22	..
Madi	7,229	7,100	11,785	..	..	..	..	4
Acholi	102,109	35,697	56,591	..	16	..	..	..
Bunyoro	12,360	24,995	89,391	..	..	..	..	..
Total	737,068	221,690	495,246	119	36	2	22	4
WESTERN.								
Ankole	205,147	108,405	204,106	140	13	1	..	..
Kigezi	105,752	241,664	289,042	45	..	..	..	..
Toro	54,364	46,421	87,717	..	..	..	..	..
Total	365,263	396,490	580,865	185	13	1	..	..
GRAND TOTAL	2,582,342	1,444,750	2,495,870	1,328	25,257	31	23	84

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European Agriculture, 1938.

Province and District.	Total Acreage Cultivated.	Coffee.		Para Rubber.	Tea.	Cotton.	Tobacco.	Miscellaneous.
		Arabica.	Robusta.					
	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.	Acres.
BUGANDA:—								
Mengo	15,776	2,125	5,101	8,467	1,784	7	..	113
Masaka	789	307	441	..	41	..	..	..
Mubende	190	..	190	..	..	..	..	..
TOTAL	16,755	2,432	5,732	8,467	1,825	7	..	113
EASTERN:—								
Busoga	820	60	600	..	..	..	54	106
Central	136	118	..	..	..	..	..	18
TOTAL	956	178	600	..	..	..	54	124
WESTERN:—								
Toro	3,108	2,270	140	..	589	..	..	109
NORTHERN:—								
Bunyoro	2,255	351	657	1,201	..	..	65	73
West Nile	165	115	..	..	..	..	50	..
TOTAL	2,420	466	657	1,201	..	..	115	73
GRAND TOTAL ..	23,239	5,346	7,129	9,668	2,414	7	169	419

NOTE.—1,913 acres are interplanted areas.
Compiled from 147 returns.

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Appendix VI.

Asiatic Agriculture, 1938.

Province and District.	*Total Acreage Planted.*	*Coffee.*		*Para Rubber.*	*Sisal.*	*Sugar Cane.*	*Cotton.*	*Tobacco.*	*Tea.*	*Miscellaneous.*
		Arabica.	*Robusta.*							
		Acres.	*Acres.*	*Acres.*	*Acres.*	*Acres.*	*Acres.*	*Acres.*	*Acres.*	*Acres.*
BUGANDA:—										
Mengo	7,228	53	396	645	..	5,410	49	100	470	105
Masaka	457	..	51	100	..	223	51	..	..	32
Mubende	..	..	..	..	..	..	..	..	..	..
TOTAL	7,685	53	447	745	..	5,633	100	100	470	137
EASTERN:—										
Busoga	10,463	25	273	400	..	9,679	..	171	..	..
WESTERN:—										
Toro	40	40	..	..	..	..	..	..	..	..
NORTHERN:—										
Bunyoro	7,235	..	..	..	7,200	..	..	35	..	..
GRAND TOTAL ..	25,423	118	720	1,145	7,200	15,312	100	306	470	137

NOTE.—85 acres are interplanted areas.
Compiled from 23 returns.

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Comparative Statement

Articles.	Unit of Quantity	1934.
Grain and flour	*Cwt.*	6,379
Feeding stuffs for animals	*Ton*	272
Chillies	*Cwt.*	2,906
Coffee, raw, hulled	,,	153,556
Salt, other	,,	3,557
Sugar, refined	,,	294,685
Tea	,,	247
Other articles of food and drink	*Value*	..
Cigarettes	*Lbs.*	64,848
Tobacco, manufactured	,,	10,057
Tobacco, unmanufactured	,,	912,346
Timber	*Cub. ft.*	31,609
Tin ore	*Ton*	440
Cotton, raw	*Cental of 100 lbs.*	1,142,568
Sisal	*Ton*	..
Seeds, cotton	,,	35,689
Seeds, sesame	,,	1,375
Groundnuts	,,	288
Hides	*Cwt.*	16,036
Skins	*No.*	83,667
Rubber, plantation, raw	*Cental of 100 lbs.*	3,269
Ivory, elephant	*Cwt.*	453
Other unmanufactured articles	*Value*	..
Methylated spirits	*Imp.gals*	2,724
Other articles	*Value*	..
Gold bullion	*Oz.Troy*	6,621
TOTAL		..

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BASUTOLAND, 1938

(For Report for 1936 see No. 1804 (Price 1s. 6d.) and for Report for 1937 see No. 1854 (Price 1s. 0d.).)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BASUTOLAND FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Basutoland is bounded on the west by the Orange Free State, on the north by the Orange Free State and Natal, on the east by Natal and East Griqualand, and on the south by the Cape Province. 11,716 square miles in area, Basutoland lies between 28° 35′ and 30° 40′ South latitude and between 27° and 29° 30′ East longitude.

The altitude varies from 5,000 feet to 11,000 feet above sea-level. The Maluti Mountains, which occupy most of the territory to the east, were in former years reserved for grazing purposes but, owing to the pressure in the lowlands where the bulk of the population is concentrated, this area has become comparatively thickly populated.

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The climate is dry and bracing, with extremes of heat and cold both seasonal and diurnal. High altitude, electric tension, and long periods of strong sunshine without clouds or rain necessitate for European residents periodic changes to the coast level where the air is more humid.

The temperature varies from a maximum of 93° F. to a minimum of 11° F. The rainfall is capricious, the average being approximately 30 inches per annum, but it fluctuates much above and below this figure. The rainfall in 1938 recorded at the different stations in the territory varied between 36 and 23 inches.

The Basuto as a nation did not come into prominence until 1818, when Moshesh, a minor chief of the Bakwena tribe in North Basutoland, gathered together the remnants of the various clans that had been scattered by the raids of the Zulu and Matabele.

The new nation went through many vicissitudes of fortune, first with the emigrant Boers of the Great Trek, and then with the British under General Cathcart in 1852. From 1856 until 1868 there was a series of wars with the Orange Free State burghers and, being hard pressed and having lost a large portion of his country (now known as " the Conquered Territory "), Moshesh sought the protection of the British Government. This was granted and carried into effect by Sir Philip Wodehouse, the Governor of the Cape, by a Proclamation dated the 12th March, 1868.

It is interesting that, although Moshesh asked for British protection, the Basuto were received as British subjects and not as protected subjects by the Proclamation of 1868, part of which reads:—

> " Now therefore, I do hereby proclaim and declare that from and after publication hereof the said tribe of Basuto shall be taken to be British subjects, and the territory of the said tribe shall be taken to be British territory."

The country remained in a very unsettled condition until it was annexed to the Cape Colony by an Act of the Cape Legislature, No. 12 of 1871. The Act expressly declared that the territory was not to be subject to the general laws of the Colony, and gave the Governor power to legislate for it by proclamation and to extend to it by proclamation any Cape Act not otherwise in force therein.

The people never took kindly to the Cape Colonial rule, and after various disturbances the Government of the Cape, in 1880, extended to Basutoland the provisions of the Cape Peace Preservation Act of 1878, which included a clause for the general disarmament of the Basuto. They refused to accept the terms

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and, after a war lasting nearly a year, an agreement was arrived at under which the Act was repealed and certain fines were paid by the tribe.

Although outwardly peace was restored, there still remained several chiefs who would not submit, and it was eventually decided by the Government of the Cape Colony to hand over the administration to the Imperial Government. This was effected by Order in Council of 2nd February, 1884, which was proclaimed and brought into force by Proclamation No. 75A of 18th March, 1884. This Proclamation defined the boundaries of the Territory and restored it to the direct control of the Queen through Her Majesty's High Commissioner for South Africa.

II.—GOVERNMENT.

The Territory is governed by a Resident Commissioner under the direction of the High Commissioner for Basutoland, the Bechuanaland Protectorate and Swaziland, the latter possessing legislative authority, which is exercised by proclamation promulgated in the official *Gazette*. The Financial Secretary prepares the Estimates of Revenue and Expenditure and the Annual Accounts. Until 1931 the Office of the High Commissioner was held by the Governor-General of the Union of South Africa, but with the close of the Earl of Athlone's period of office the two posts were separated.

For administrative purposes the country is divided into seven districts under District Commissioners: Maseru, Leribe (including the sub-district of Butha Buthe), Teyateyaneng, Mafeteng, Mohale's Hoek, Quthing, and Qacha's Nek (with the sub-district of Mokhotlong). These districts are divided into chiefdoms and sub-chiefdoms presided over by the hereditary chiefs and sub-chiefs allied to the Moshesh family who are responsible to the Paramount Chief in all matters relating to native law and custom.

In 1903 there was established a Basutoland Council in place of the National Pitso which was previously held once every year. Its constitution and functions are defined by Proclamation No. 7 of 31st March, 1910. The Council consists of 100 members, including the Paramount Chief as Chief Councillor with the Resident Commissioner as President. The Resident Commissioner nominates five members and the remaining 94 are nominated by the Paramount Chief and confirmed in their appointments by the Resident Commissioner. The Council exists for the discussion of the domestic affairs of the Territory.

The 1938 Session of the Council took place in November. The Councillors asked many questions concerning the Joint Statement issued by General Hertzog and the Secretary of State for Dominnion Affairs regarding the transfer of the government of the High Commission Territories to the Union and the

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formation of the Joint Advisory Conference established to study openings for co-operation between the Union Government and the Administrations of the High Commission Territories in matters affecting the development of the Territories and to consider any matters of joint concern.

The details of execution of the various Government schemes for the improvement of the people's health, agriculture and education were discussed and recommendations were made to the Government. The Director of Agriculture and the Principal Medical Officer, as is customary, addressed the Council, outlining the work of their respective departments during the year, and answering questions put to them by the Council.

The Council then debated its own constitution and certain native laws and customs.

III.—POPULATION.

The following are comparative figures for the years 1921 and 1936, and indicate the increase and distribution of the population.

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District.	1921.			1936.			Increase or Decrease.					
							Numerical.			Percentage.		
	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.	Males.	Females.	Persons.
ALL RACES.												
Berea	24,273	32,669	56,942	22,657	33,078	55,735	— 1,616	409	— 1,207	— 6·66	1·25	—2·12
Butha Buthe	46,626	61,639	108,265	14,585	20,519	35,104	8,597	16,109	24,706	18·44	26·13	22·82
Leribe ...				40,638	57,229	97,867						
Mafeteng ...	30,270	37,492	67,762	30,602	40,699	71,301	332	3,207	3,539	1·10	8·55	5·22
Maseru	44,978	55,278	100,256	47,339	61,812	109,151	2,361	6,534	8,895	5·25	11·82	8·87
Mohale's Hoek ...	27,360	33,648	61,008	27,823	37,869	65,692	463	4,221	4,684	1·69	12·55	7·68
Mokhotlong	32,727	33,559	66,286	16,583	19,871	36,454	4,563	11,884	16,447	13·94	35·41	24·81
Qacha's Nek				20,707	25,572	46,279						
Quthing	17,601	20,661	38,262	19,331	25,397	44,728	1,730	4,736	6,466	9·83	22·92	16·90
Total ...	223,835	274,946	498,781	240,268	322,046	562,311	16,430	47,100	63,530	7·34	17·13	12·74
EUROPEANS.												
Berea	78	54	132	56	38	94	— 22	— 16	— 38	— 28·21	— 29·63	— 28·79
Butha Buthe	142	118	260	29	21	50	— 40	— 16	— 56	— 28·17	— 13·56	— 21·53
Leribe ...				73	81	154						
Mafeteng ...	139	123	262	98	91	189	— 41	— 32	— 73	— 29·50	— 26·02	— 27·86
Maseru	309	303	612	304	279	583	— 5	— 24	— 29	— 1·62	— 7·92	— 4·74
Mohale's Hoek ...	88	71	159	71	79	150	— 17	+ 8	— 9	— 19·32	+ 11·27	— 5·66
Mokhotlong	42	21	63	17	9	26	+ 20	+ 25	+ 45	+ 47·62	+119·05	+ 71·43
Qacha's Nek				45	39	82						
Quthing	68	47	115	57	49	106	— 11	+ 2	— 9	— 16·18	+ 4·26	— 7·83
Total ...	866	737	1,603	750	684	1,434	—116	— 53	—169	— 13·40	— 7·19	— 10·54

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Natives (Bantu).

Berea	24,133	32,541	56,674	22,531	32,991	55,522	— 1,602	450	— 1,152	— 6·64	1·38	— 2·03
Butha Buthe / Leribe ...	46,357	61,437	107,794	14,467 / 40,391	20,402 / 56,985	34,869 / 97,376	8,501	15,950	24,451	18·34	25·96	22·68
Mafeteng ...	30,016	37,263	67,279	30,394	40,470	70,864	378	3,207	3,585	1·26	8·61	5·33
Maseru	44,550	54,828	99,378	46,872	61,365	108,237	2,322	6,537	8,859	5·21	11·92	8·91
Mohale's Hoek ...	27,132	33,436	60,568	27,628	37,681	65,309	496	4,245	4,741	1·83	12·70	7·83
Mokhotlong / Qacha's Nek	32,668	33,525	66,193	16,552 / 20,628	19,860 / 25,504	36,412 / 46,132	4,512	11,839	16,351	13·81	35·31	24·70
Quthing	17,486	20,565	38,051	19,242	25,310	44,552	1,756	4,745	6,501	10·04	23·07	17·08
Total ...	222,342	273,595	495,937	238,705	320,568	559,273	16,363	46,973	63,336	7·36	17·17	12·77

Coloured (Other than Bantu).*

Berea	62	74	136	70	49	119	8	— 25	— 17	12·90	— 33·78	— 12·50
Butha Buthe / Leribe ...	127	84	211	89 / 174	96 / 163	185 / 337	136	175	311	107·09	208·33	147·39
Mafeteng ...	115	106	221	110	138	248	— 5	32	27	— 4·35	30·19	12·22
Maseru	119	147	266	163	168	331	44	21	65	36·97	14·29	24·44
Mohale's Hoek ...	140	141	281	124	109	233	— 16	— 32	— 48	— 11·43	— 22·69	— 17·08
Mokhotlong / Qacha's Nek	17	13	30	14 / 34	2 / 31	16 / 65	31	20	51	182·36	153·85	170·01
Quthing	47	49	96	32	38	70	— 15	— 11	— 26	— 31·91	— 22·45	— 27·08
Total ...	627	614	1,241	810	794	1,604	183	180	363	29·17	29·31	29·25

* Asiatic included with Coloured.

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The following table enumerates the native (Bantu) population, and absentees stated to be absent at labour centres :—

District.	*Population Enumerated.*			*Absentees at Labour Centres.*			*Total Population.*		
	Males.	*Females.*	*Persons.*	*Males.*	*Females.*	*Persons.*	*Males.*	*Females.*	*Persons.*
1. Berea	22,531	32,991	55,522	8,953	1,865	10,818	31,484	34,856	66,340
2. Butha Buthe ...	14,467	20,402	34,869	6,180	2,267	8,447	20,647	22,669	43,316
3. Leribe	40,391	56,985	97,376	13,715	2,375	16,090	54,106	59,360	113,466
4. Mafeteng ...	30,394	40,470	70,864	9,746	2,454	12,200	40,140	42,924	83,064
5. Maseru ...	46,872	61,365	108,237	16,771	6,808	23,579	63,643	68,173	131,816
6. Mohale's Hoek	27,628	37,681	65,309	7,028	916	7,944	34,656	38,597	73,253
7. Mokhotlong ...	16,552	19,860	36,412	2,519	490	3,009	19,071	20,350	39,421
8. Qacha's Nek ...	20,628	25,504	46,132	6,674	2,784	9,458	27,302	28,288	55,590
9. Quthing ...	19,242	25,310	44,552	7,018	2,710	9,728	26,260	28,020	54,280
Total ...	238,705	320,568	559,273	78,604	22,669	101,273	317,309	343,237	660,546

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The following is a comparative statement of the density of the population (other than European) in 1911, 1921 and 1936:—

	1911.	1921.	1936.
Number of persons per square mile ...	34·41	42·44	47·99
Number of acres per head of population	18·60	15·08	13·33
Number of occupied huts per square mile.	10·86	16·99	20·42
Number of persons to each hut... ...	3·61	2·84	2·35

There is no compulsory registration of births or deaths, and figures for the number of marriages according to Native custom are not available. Marriages according to Christian rites numbered 1,289 during 1938, compared with 1,345 in 1937.

IV.—HEALTH.

The medical staff of the Territory consists of a Principal Medical Officer, nine Medical Officers, one Assistant Medical Officer, and one District Surgeon. A Medical Officer is stationed at each district headquarters and an Assistant Medical Officer or a District Surgeon at the two sub-district headquarters. There are also a Medical Superintendent and a Medical Officer at the Leper Settlement.

The untimely death of the African Assistant Medical Officer at Mokhotlong, Dr. Motebang, in June, 1938, has been a great loss to the Territory. As no other qualified African doctor could be secured to fill the vacancy a temporary European Medical Officer has been posted to carry on the work. It is hoped in due course to obtain the services of another African doctor for this station.

There are five Governmental general hospitals staffed by qualified European nurses with Native subordinate nursing staff and three smaller cottage hospitals entirely staffed by Native nurses of whom three are trained and certificated. When the Quthing hospital is completed in March, 1939, there will be accommodation for 240 Native and 13 European patients in Government hospitals. At each of the district and sub-district headquarters daily dispensary clinics are conducted by the Medical Officer in charge. The medicines prescribed by the Medical Officers are dispensed by trained African dispensers.

Hospital services in the Territory have been very appreciably augmented by the establishment of three Medical Missions, to which reference was made in the report for 1937. These hospitals are situated at Morija, Roma and Ntaote and beds are available for 26, 28 and 16 patients respectively.

As a result of efforts by Government and Missions the accommodation available for Native patients will have been increased from 140 beds in 1935 to 310 beds in April, 1939, which is

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approximately one bed per 1,900 of the Native population as compared with one bed per 4,000 of the population in 1935.

The following were the major developments accomplished during 1938:—

(*a*) Extension of Mafeteng hospital from 22 to 42 beds completed and functioning.

(*b*) Maternity block at Maseru hospital (16 beds) completed and functioning.

(*c*) Extension to Quthing hospital from 12 to 26 beds will be ready to function in March, 1939. This includes isolation rooms, new operating theatre and laundry.

(*d*) Rest-houses each consisting of five rooms to shelter out-patients coming from long distances completed at Leribe and Qacha's Nek and nearing completion at Mafeteng and Maseru.

(*e*) Protection of Native village water supplies. This important public health measure of protecting village springs from pollution and at the same time increasing the water available for household purposes by preventing seepage was continued in 1938. A total of 200 springs were dealt with in Butha Buthe, Leribe, Teyateyaneng, Maseru and Mafeteng districts. The average cost per spring is under 40s. Government provides the material and skilled labour and the village residents the unskilled labour. The results have been so gratifying that dozens of applications are now being received from chiefs and headmen of villages neighbouring those where the work has been completed. The Government intends to continue dealing with 200 to 250 springs per annum.

(*f*) Smallpox Vaccination Campaign. Early in 1938 a smallpox epidemic occurred on the Witwatersrand in the Transvaal whence large numbers of Basuto return after periods of work and as a very large proportion of the Basuto were unvaccinated Government began a vaccination campaign throughout the Territory. By the end of the year approximately 376,000 vaccinations had been carried out.

(*g*) The erection of manure " Baber " fly traps which was commenced in Maseru in 1937 is being continued. Ten additional " traps " were erected in 1938.

(*h*) The installation of water-borne sewage throughout the Maseru Hospital was completed in 1938.

Government Hospitals and Dispensaries.

Four thousand, four hundred and thirty-four patients were treated in Government hospitals, as compared with 3,644 in 1937; and 2,593 operations (907 major) were performed. The

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increased number of in-patients was due to the larger number of beds available. For some years hospitals have been at saturation point, so the increased number of in-patients in 1938 is not due to more illness but simply that patients who previously had to be turned away could be treated in hospitals. The maternity block at the Maseru Hospital commenced to function on 1st April, 1938. At first patients were disinclined to make use of it as they thought that only difficult labours were suitable cases for a hospital; gradually this misapprehension is disappearing and increasing numbers now ask that beds be reserved for their confinements and to have the benefit of the ante-natal clinic which is part of the organization. In the nine months of the year (April to December, 1938) 169 patients were admitted; of this number 82 had deliveries; the remainder suffered from complications of pregnancy or untoward results of confinements that had taken place at the patients' homes. The attendances at the ante-natal clinic averaged 35 a week.

The following table gives a summary of the work carried out at the Government hospitals and dispensaries in each district:—

District.	*In-patients treated in hospital.*	*Out-patients treated at dispensaries (including those receiving injections for syphilis).*			
		First attendances.	*Subsequent attendances.*	*Injections for syphilis.*	*Total.*
Maseru... ...	1,249	13,884	9,588	1,509	24,981
Leribe	758	12,064	6,282	700	19,046
Mafeteng ...	848	10,073	4,565	577	15,215
Mohale's Hoek	484	7,086	1,118	1,570	9,774
Qacha's Nek ...	614	7,364	2,040	465	9,869
Quthing ...	274	5,120	3,245	232	8,597
Teyateyaneng...	116	10,154	3,333	493	13,980
Mokhotlong ...	91	3,056	1,500	502	5,058
Butha Buthe ...	—	715	—	—	715
Totals ...	4,434	69,516	31,671	6,048	107,235

The following table indicates the work that was carried out by the three Medical Missions:—

Mission.	*Hospital in-patients.*	*Dispensary attendances.*
Roma Mission	480	8,975
Morija Mission	143	3,980
Paray Mission (Ntaote)	177	5,337
Totals	800	18,292

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Public Health.

(a) *Epidemic and general diseases.*—There were no major epidemics during the year. Typhus Fever (11 cases) occurred in two outbreaks which were traced to infection from outside the Territory. Enteric Fever (164 cases) continues to occur seasonally after the onset of summer rains. The protection from pollution of village springs (see (*e*) above) will help materially to reduce the incidence. Tuberculosis (710 cases) shows an appreciable reduction from 1937 when there were 812 cases (423 pulmonary). Pellagra (490 cases) is seen in increasingly large numbers attending the dispensaries. Apart from these frank cases a much greater number during spring and early summer have a sub-pellagroid condition which does not appear to cause the individual much inconvenience except a feeling of being slightly below par; these people improve very quickly when summer crops are ready for consumption. The impression among all medical men in the Territory is that this disease is associated with the eating of milled white maize from which the husk has been removed. Venereal Diseases occurred in much the same number as in 1937: Syphilis primary, 481, secondary 4,834, tertiary 1,456, hereditary 1,266, gonorrhoea 1,788 cases.

(b) *Food supplies.*—The crops of maize, millet and wheat in 1938 were good and where these were insufficient for the needs of certain localities money earned by labourers on the gold-mines enabled the people to augment the shortage.

The campaign initiated in 1935 for destroying field rodents (gerbilles) by means of poisoned wheat, which is prepared by Government and distributed free of charge in large quantities, continues. At a cost of less than £500 per annum many thousands of bags of grain are saved annually from the ravages of these rodents.

Increasingly large quantities of peas and beans are being grown and consumed by the Basuto, thus providing proteins which are generally very scarce in the diet of the people. The production of green vegetables by peasants throughout the Territory is expanding and is bound to have a beneficial result on the health of the people.

(c) *Water supplies.*—Most of the villages in the Territory have their own springs from which households obtain their domestic supplies of water. Wells and bore-holes are not used by the natives in Basutoland. A very large number of the springs are a mere trickle yielding not more than 100 gallons of water in the 24 hours, sometimes less, the water being tediously drawn from a small cup scooped out of the earth. The water is invariably infected from surface pollution and much of it is lost by seepage. To provide water adequate in quantity and free

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from pollution the Government, as explained above, is undertaking the protection of village springs. The benefits to be expected need no comment.

Leper Settlement.

The Leper Settlement, opened in 1914 at Botsabelo, four miles from Maseru, is actually part of the Medical Department though it has a separate departmental vote. It is staffed by a Medical Superintendent, a Medical Officer, a Matron and two European staff nurses.

The number of leper patients on 31st December, 1938, was 704, as compared with 669 in 1937. The following comparative tables show fluctuations of patient population at the Settlement:—

Additions.	*1937.*	*1938.*
New cases admitted	104	110
Recurrent cases re-admitted	25	18
Deserters re-admitted	27	22
Total additions	156	150

Losses.	*1937.*	*1938.*
Discharge of arrested cases	71	36
Deaths	59	56
Desertions	41	23
Total losses	171	115

It will be seen in the above tables that the increase in population is owing to the smaller number of " losses " rather than to an increase in the number of new cases admitted.

The increase of new additions is no doubt due to (*a*) the appointment of two new Leprosy Inspectors who are doing excellent work, (*b*) increased interest and sense of responsibility created among the older Leprosy Inspectors and Chiefs as a result of regional leprosy surveys carried out in parts of the Qacha's Nek, Quthing and Mafeteng districts by the Medical Officer of the Leper Settlement.

The marked reduction in " losses " is accounted for by fewer discharges of arrested cases which is difficult to explain, but for some reason a considerable number of neural type cases instead of improving as in past years have taken on the cutaneous (nodular) type of disease which is less amenable to treatment and much more infectious. This has been specially noticeable among a large proportion of patients who within a few months of their admission in 1938 changed from the neural to the nodular type.

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To keep closer touch with discharged patients and to allow more frequent examinations of families and villages in which leprosy is known to have existed, the number of African Leprosy Inspectors has been increased from six to eight.

The Leper Settlement has been provided with a motor-van to facilitate the transport of lepers from remote districts and to convey discharged cases, a number of whom are mutilated, to points on main roads near their homes.

Regional surveys were made by the Medical Officer of the Settlement in parts of the Qacha's Nek and Quthing districts and in part of the Mafeteng district towards the end of 1937 and early in 1938. The former area, which has been recognized as the most heavily infected part of Basutoland, is in remote mountainous regions and the latter is in the plains. In the former out of 13,187 persons examined 42 showed signs of active leprosy, most of them very early cases of a mild type, and in the Mafeteng district out of 14,555 persons examined five were found to have the disease in a very early and mild form. The marked difference in the incidence of the areas surveyed is due to the difficulty experienced by inspectors in carrying out sufficiently frequent inspections in the highlands and the difficulty of transporting patients to the Settlement compared with the lowlands where travelling facilities are easy. These surveys show that, provided sufficiently close touch is maintained by the inspectors and patients can be promptly transported to the asylum, the policy of institutional segregation will gradually remove the foci of infection and the expectation is justified that eventually leprosy in Basutoland will be reduced to a negligible figure, if not eradicated.

The marked reduction in the number of deserters is most satisfactory. The patients are happy and contented and those who desert generally do so because of some important family matter which they wish to attend to personally. An important factor in maintaining the contentment of patients is that every effort is made to employ as many of them as can perform manual work on agricultural work or in the compounds and by instructing them to weave woollen articles. Each compound has a " loud speaker " for the relaying of wireless or gramophone programmes and every fortnight the patients are given a cinema show. There are schools for leper children in which they are taught to play games and occupy themselves in useful pursuits such as carpentry, knitting, weaving, etc. It is generally recognized in leper institutions that employment and relief of boredom are important adjuncts in the treatment of the disease.

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V.—HOUSING.

There are no factories or industrial undertakings in Basutoland, and the problem of the proper accommodation of workers has not arisen.

The Basuto live in villages under tribal authority and their huts are, on the whole, healthy, if primitive. These huts are built of sods or stone, with a mud floor and thatched roof; and the average number of persons to each hut occupied was 2·35 in 1936 compared with 2·84 in 1921.

The small European population consists of civil servants, missionaries and traders, and is, as a rule, well housed in buildings of cut stone or brick.

VI.—NATURAL RESOURCES.

Development.

Extent of Cultivation.—It is estimated that approximately 10 per cent. of the total area of the Territory is under cultivation. The figures are:—

	Acres.
Total area of territory	7,498,240
Estimated area under cultivation	750,000

It does not follow that the whole of this cultivated acreage is under the plough in any one year; but in a good season it can be assumed that practically all the arable land available is ploughed and sown. There has been a tendency to plough up more land in the mountain districts for the production of wheat. Many lands which had been abandoned in the lowlands are now coming under cultivation again after being reclaimed by anti-soil erosion works.

In the lowland regions the area devoted to grazing is relatively small; the main pasture lands are in the mountains where whole valleys are utilized solely for this purpose. The following extract from the Ecological Survey Report* is interesting in this connection:—

> " . . . . little use of the mountains proper was made by the Basuto until towards the end of the last century when settlement, starting in the Orange River valley, began to make rapid strides. Then gradually, with the saturation of the lowland grazing, outposts were established in the mountains by the bigger stock owners."

Forestry.—With the exception of the seven wooded valleys which are under complete protection, the willow trees which

* Published 1938—obtainable from the Crown Agents for the Colonies, London.

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grow along the banks of the rivers, and poplar trees in plantations and those grown as anti-soil erosion measures, the territory is practically devoid of trees. Steps have been and are being taken to increase considerably the number of trees in the territory.

For several years past, fruit trees have been issued to those natives who have laid out well-terraced gardens and who have followed the advice of the Government in vegetable growing. These issues have been much appreciated and the majority of the trees have been well tended and have made excellent growth. During 1938, 1,890 peach and apricot trees, raised in the seed multiplication plots, were issued.

Mineral Development.—No mineral development has so far taken place in the territory. A preliminary geological survey of the whole country is at present being carried out by an officer seconded from Tanganyika Territory.

Possibilities of Development.—In the lowland areas any further increase in cultivation, at any rate of an extensive nature, is impossible. Much greater use could, however, be made of the land already under cultivation by the adoption of more intensive methods and the application of scientific principles. To attain this is one of the main objects of the Government's agricultural policy.

In the mountains it is possible to extend the arable areas, particularly by the cultivation of more wheat, peas, beans and vegetables.

Soil Conservation.—Soil conversation was started on an extensive scale early in 1937 as a result of a loan of £160,233 from the Colonial Development Fund for the purpose. All phases of the work were greatly intensified during the year. Terrace construction was undertaken in all lowland districts and additional power plant was procured.

The following table shows the progress that has been made to date:—

Measure.	*Previous to 1938.*	*During 1938.*	*Total to end of 1938.*
Area reclaimed, in acres ...	8,316	19,240	27,556
Length of terrace constructed, in yards ...	858,831	2,078,746	2,937,577*
Number of dams constructed	29	20	49
Number of trees planted...	43,296	128,662	171,958
Area fenced, in acres ...	267½	386	653½

* *Note.*—This does not include the many thousands of yards of partially finished work cut by plant but still at the end of 1938 requiring manual work to complete it.

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In cultivated lands over 626,000 yards of terrace bank, representing an area of approximately 500 acres, were sown with lucerne during the year, and 60,000 yards of bank were planted with the local thatching grass (*Hyparrhenia*). In addition to affording the necessary vegetative cover to terraces, the lucerne is of value not only as feed for stock but also as spinach for the people, and thatching grass is greatly in demand for building purposes. Cynodon dactylon, kikuyu and numerous other varieties of grasses palatable to stock were sown or planted on terraces in pasture areas.

Many more dams were constructed this year owing to the importance of dams in soil conservation work, not only to slow up and retain surface run-off, but also to reduce trampling of pasture by providing numerous convenient watering places for stock.

The extensive planting of trees now being undertaken will apppreciably relieve the acute shortage of firewood in the territory and will result in manure being used as fertiliser instead of fuel. Peach and apricot trees are also being planted in order that the diet of the people may be supplemented by fresh and dried fruit.

The establishment of vegetative cover in dongas, improvement of pastures and increased crop yields clearly demonstrate the beneficial results of the soil conservation measures carried out.

Research and Experimental Work.

The Ecological Survey.—As a result of the Ecological Survey of Basutoland the following suggestions have received and are receiving attention:—

(*a*) Grazing experiments, on the lines laid down in the report, have been started at Maseru by the fencing of enclosures. A range of grazing experiments will also be started in the mountain districts during the coming season.

(*b*) An organized system of grazing for the entire Territory is under consideration.

After a survey of the main bridle-paths in the mountain area in 1937, much useful work has been carried out on the construction of these paths throughout the Territory. The paths have been well laid-out and constructed, and are a great help to the mountain native when transporting his produce to the lowlands for sale.

Maseru Experimental Station.—During 1938 the following experimental work was carried out at this station which has now been in existence since 1935:—

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(*a*) The testing of strong, high-glutin content wheats for resistance to disease and general suitability for growth in Basutoland.

(*b*) The testing of varieties of maize and sorghum, primarily for early maturity and yield.

(*c*) The testing of a great variety of grasses, particularly stoloniferous varieties, for use in anti-soil erosion work.

(*d*) The production of fruit trees for use in the vegetable and horticulture schemes.

(*e*) The production of Robinia pseudacacia and other trees which coppice rapidly, for planting in badly eroded watershed and other areas to consolidate anti-soil erosion measures.

At the various Government stations smaller experimental or multiplication plots have been fenced in and large quantities of Robinia pseudacacia and fruit trees are being raised for distribution. Further tests of different varieties of cereals which have been grown at the Maseru Experimental Station and give promise of being a useful introduction to Basutoland agriculture are also being carried out in these plots before the cereals, etc., are issued to the native farmers.

Winter Cereal Experimental Work.—Weather conditions were again very unfavourable to the cultivation of wheat due to drought and a severe attack of the wheat louse (Toxoptera graminum). The majority of the dry land plots and all the latter plantings under irrigation were a complete failure.

Of the imported Canadian varieties " Reliance ", " Red Bobs ", " Ceres ", " Marquis " and " Reward " have again shown great promise, producing good yields which have every appearance of excellent quality. Of the local wheats, " Bird-proof " and " Lalkasawali " were the outstanding varieties. The successful Canadian wheats will now be tried out under field conditions.

Summer Cereal Experimental Work.—Although the spring rains were later than usual, the season thereafter was very favourable to the growth of summer cereals and results were good, particularly from the Sorghum trials. The maize results were adversely affected by the mealie stalk borer. A further six early maturing varieties of sorghum were introduced from Swaziland for trial. Of all the introductions " Swaziland Strain 2 " has given the most promising results.

Of the various varieties of maize so far tested Boesman and Mazena Bread Mealies have been found most suitable for late planting, and North American White Flint, Anveldt, Wisconsin and Synthetic have proved the most useful varieties for early planting.

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Grass Experimental Work.—Research was considerably extended during the season. The more promising varieties such as Digitaria scalarum, Paspalum notatum, Poa inermis and Agrostis tenuis have been planted out to test their relative usefulness for grassing contour banks, etc., but it is still too early to draw conclusions about the relative value of the varieties being tested or whether any of these will give success similar to that already secured by the use of kikuyu and Cynodon dactylon.

Principal Crops.

The principal crops grown in the Territory are maize, wheat and sorghum, followed in order of importance by peas, beans, barley and vegetables.

In the mountains the most reliable crops are wheat, peas and barley, all sown in early spring; maize and sorghum flourish better in the comparatively warm lowlands, and only a relatively small proportion of these crops is produced in the highlands. Other lowland products are autumn-sown wheat and spring-sown beans, vegetables and fruit.

The approximate acreage of the principal crops sown during the present season and the yield secured are given in the following table. The figures for 1937 are also given for comparison.

Crop.	*Acreage sown.*	*Yield in bags of 200 lb.*	*Remarks.*
Maize	375,000	873,750	The yield and quality of the maize crop was bad compared with that of the previous year in the lowlands, due to an adverse season. Crops in the foothills were good.
Wheat	264,375	257,812	The wheat crop in the lowlands was a failure. Excellent crops were, however, harvested in the mountain and semi-mountain districts.
Sorghum	93,750	197,812	Owing to the late spring rains, planting was delayed and a lot of grain did not mature before the frosts.
Peas, beans, barley, and other crops.	46,875	109,218	The crop of beans was, on the whole, poor. Excellent crops of peas and barley were harvested in the mountain districts.
	1937.		
Maize	374,912	1,135,983	
Wheat	234,313	363,645	
Sorghum	93,728	297,117	
Peas, beans, barley, and other crops.	46,864	148,558	

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Vegetable Production.—The development of vegetable production continues to make rapid progress. The Basuto are now realising that by using the denuded areas around their villages, which previously only produced weeds, they can produce a large amount of palatable and healthful food from comparatively waste land.

The necessity for the establishment of terraced vegetable gardens in order to improve the diet of the people and as a direct anti-erosion measure is being kept constantly before the people by means of propaganda.

At the end of last season there were 1,774 vegetable gardens which had been laid out and planted under the supervision of the Agricultural Department, and during 1938 this figure has been increased to 2,927, an increase of 1,153. The Basuto are also profiting by the ocular demonstration afforded by these gardens, and it is estimated that at the present time there are about 1,000 additional vegetable gardens. Many of these gardens are laid out on the same lines as those belonging to natives who have worked under the direct guidance of an Agricultural Demonstrator.

The past season was a successful one for vegetable production. Sales were organized at a number of centres so that the surplus vegetables could be disposed of. Good prices were obtained from other Natives and Europeans. It is certain that the constant advice of the Department to grow vegetables, chiefly for home consumption and not entirely for sale, is being carried into effect.

Pasture.—Undoubtedly, since the great drought of 1933, an extraordinary improvement in the pastures, especially in the mountains, has taken place. Previously large tracts of the best grazing had been rendered almost useless by the spread of Bitter Karroo Bush (Chrysocoma tenuifolio).

The general improvement has been caused by:—

(1) Under-stocking due to the great depletion of stock caused by the drought and subsequent sales and deaths due, among small stock, to internal parasites.

(2) The drought was followed by five years of exceptional summer rainfall which was responsible for an outstanding growth of grass.

(3) Judicious spring burning.

Through these causes the Bitter Karroo bush has been considerably reduced and much of the country which was formerly almost useless for grazing has now reverted to good Rooi grass (Themeda triandra) grazing. In order to prevent the Bitter Karroo bush from again spreading systems of grazing for the mountain districts are now being considered.

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Organization.

Land Tenure.—With the exception of the Government Reserves and land provided for the various Missions, all land in Basutoland is held by the people under the communal system. In actual practice there is a difference in the application of the system to grazing land and to cultivated land. All grazing land, including the grazing on cultivated land after the crops are removed, is strictly communal. The arable or cultivated land, while remaining the property of the nation, is granted to family heads under the ancient and well known " three field " system. In Basutoland there is no recognized acreage laid down for the size of these fields, which are estimated to average two acres.

The Producer.—In Basutoland the family is the production group, the family being taken to include the father, wife and all unmarried children. However, such groups are not highly organized or rigidly defined, and many exceptions occur. But as a general rule the individual as such has no place in the economy. The most striking exceptions are those cases—recently becoming more numerous—of native-owned stores, small craftsmanship enterprises and transport concerns.

Associations.—At the present time there are in the territory 101 farmers' associations with a membership of 2,657—an increase of 42 since 1937. They are not co-operative societies in the true sense as there is usually no joint financial liability. The main objects for which the associations were founded are to stimulate interest in good agricultural methods, to introduce better quality seed and stock and to organize co-operative buying and selling. Demonstrations and shows are found very useful means to these ends.

The majority of the associations are doing good work for the advancement of Basuto agriculture and the Government gives them every encouragement. They tender for Government supplies of fodder and maize and in 1938 the Peka Association obtained the local contract for the supply of maize. The associations themselves organize the agricultural shows and in 1938 held them at Leribe, Peka, Teyateyaneng and Masite. Grants-in-aid were given by the Government.

Demonstration Work.

At present there are 26 Native Agricultural Demonstrators employed in the territory. These men work under the supervision of the Agricultural Officers in the lowlands and the Assistant Agricultural and Livestock Officers in the mountains. The agricultural demonstration plots worked by these men were in most districts outstanding and a slow but sure improvement in the general agricultural methods practised by the Basuto, due to the lessons learned through demonstration work, can be seen.

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The campaign for the laying out of properly terraced gardens and the growing of vegetables and fruit trees is in the hands of the Agricultural Demonstrators and is taking up an increasing amount of their time.

During the season the Agricultural Officers and Demonstrators gave 746 lectures which were attended by 25,904 people and were responsible for working the following number of field demonstration plots:—

Wheat...	149
Maize	252
Sorghum	17
Potatoes	4
Peas, beans, and other crops	16

Animal Husbandry.

The year has been a successful one. The livestock improvement schemes were continued and the work was facilitated by favourable weather conditions throughout the year. Although the rainfall was less than in 1937 it was more evenly spread over the year.

Small Stock.—The territory continues to enjoy freedom from scab. The incidence of " ked " is engaging the attention of the Government and sheep owners are being advised to dip their sheep. Dipping will be free at the existing dipping-tanks.

Monthly dosing for internal parasitism was continued throughout the year and 11,518,613 doses were administered for the eradication of vermes having the gastro-intestinal tract as their domicile. Many small stock were also dosed for " Liver Fluke " but happily the incidence of this disease is localised in certain upland marshy areas.

Stock-owners realize the advantages of these precautions and the results are excellent, particularly in the improved quality of the wool produced. Another beneficial result is the increase in the small stock population, particularly the sheep.

Owing to the increased number of dosing sites and the suspension of dosing operations for short periods before and after lambing, no reports of post-dosing mortality were recorded.

All stock are dosed by the owners themselves, on specified dates and at specified centres, under the supervision of officers of the Veterinary Department. The Government provides the dosing remedy and the sheep-farmer pays for it by purchasing coupons which are exchanged for the dosing remedy at the dosing centre.

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Improvement of Wool, etc.—As a result of the compulsory dosing scheme, the elimination of rams carrying coarse, hairy wool, and the introduction of selected merino rams, the production of better wool is gradually being established. During 1938 21,535 undesirable rams and ram lambs were emasculated. The number of undesirable rams and ram lambs emasculated by officers of the department during the last four years totals 51,342. During 1938 the Government imported 485 selected merino rams from prominent breeders in the Union for re-sale to native flock owners. The total number of high-class rams imported by Government is 1,748.

During the year the Government agreed to the policy of free dipping of sheep, by voluntary request, for " ked ", and also all small stock destined for export. The Union Government has now waived the condition that all small stock exported via Qacha's Nek, Bushman's Nek, Ficksburg Bridge, Maseru and Van Rooyen's Gate must be dipped twice in an approved dip. The procedure now adopted at these ports of entry into the Union is a table inspection by an authorized officer.

Wool Classing.—The quality of the wool produced in Basutoland has improved considerably. In 1937 the Government began a wool-classing scheme and employed eight stationary and sixteen portable shearing outfits. During 1938 the portable shearing outfits were increased to twenty-three. The services of a temporary European wool-classing expert were secured to help with heavy work in the Qacha's Nek district: otherwise all the supervisory work was done by officers of the European field staff assisted by trained members of the Native Veterinary staff. It is hoped in time to train the Native farmer to class his own wool.

During the year 49,629 sheep were shorn under official supervision yielding 250,645 lb. of classed wool. The main object of the scheme is to establish definite lines, for the classed product, on the market and already considerable headway has been made. Unfortunately owing to a continuance of downward fluctuations in prices, due to the unsettled state of international affairs, the position has been made difficult for buyers and disappointing for producers. Nevertheless, in spite of this, most of the traders in the territory were willing to pay higher prices for classed wool offered to them than for unclassed. In response to trade requests, wool-classing demonstrations were held at Mafeteng, Maseru and Leribe. These demonstrations were well attended.

Census.—A small stock census was taken during the year. The following table shows comparative figures for the last eight years:—

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Year.	Sheep.	Goats.	Decrease.		Increase.	
			Sheep.	Goats.	Sheep.	Goats.
1931 ...	2,828,700	1,005,822				
1932 ...	1,949,322	723,447	879,478	282,375		
1933 ...	1,884,597	669,195	64,725	54,252		
1934 ...	1,469,199	530,921	415,398	138,274		
1935 ...	1,285,596	432,230	183,603	98,771		
1936 ...	1,264,344	410,620	21,252	21,610		
1937 ...	1,283,394	411,931			19,050	1,321
1938 ...	1,470,361	489,574			186,967	77,643

The above table shows that since the inauguration of the dosing scheme in 1936 the small stock population has increased considerably because compulsory monthly dosing for internal parasites has stemmed the mortality.

Figures for exports of wool and mohair are given in Chapter VII.

Cattle.

Anthrax.—As a result of the measures taken during the past few years the incidence of anthrax in the Territory has materially decreased. All cattle entering the Territory are inoculated at the ports of entry. During the year certain ports of entry were proclaimed and no cattle may enter the Territory except by way of these ports of entry. This measure has assisted officers of the department considerably and affords no small measure of protection from the introduction of anthrax from outside sources.

The following table shows comparative figures for the last five years:—

Year.	Census.	Decrease.	Increase.	Imports.	Exports.
1934 ...	400,000	N.B.—No census was taken in 1934. The figure given is estimated.			
1935 ...	352,331	47,669	—	2,866	6,503
1936 ...	414,872	—	62,541	6,995	9,913
1937 ...	418,921	—	4,049	11,746	8,477
1938 ...	434,990	—	16,069	12,073	5,544

Cattle Improvement.—The policy of emasculating, with the owners' consent, inferior bulls was pursued and as a result 2,531 animals were castrated by officers of the Agricultural Department. This figure does not include the numbers emasculated by the owners themselves of which no records are available. The introduction of "scrub" bulls is still prohibited.

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The scheme for improving the cattle in the Territory by maintaining Government-owned bulls of good breed and quality in camps for serving the people's cows was continued. There are in the Territory eight bull camps housing 24 bulls and in the 1937-8 season 571 selected cows were placed in the camps and of them 438 were served.

In order to make it possible for people living at considerable distances from the bull camps to have their cows served by a Government bull, a scheme was introduced under which bulls were loaned to approved cattle breeders in various parts of the country. These breeders become caretakers of the bulls loaned to them and are allowed to charge a service fee of 1s. per cow to reimburse them for the cost of maintaining the bull. No caretaker or patron of the stud may own a scrub bull. By this means it is hoped to eliminate many undesirable bulls in the Territory. The loaning of the bulls should make the improvement in the people's cattle quicker and more widespread than it would have been had all the bulls been kept within the camps. During 1938, 44 bulls of the Afrikander and Sussex breeds were introduced and of these 41 were loaned to approved breeders.

Cattle Import Trade.—As will be seen from the import figures, cattle importations are increasing annually. During the year a standard was set for the type of cattle introduced by Basutoland traders, livestock dealers and Union farmers for bartering purposes. The cattle now introduced for this purpose are of uniform type and confined to certain breeds and grades thereof. The declaration of certain ports of entry through which cattle may only be introduced and of fixed days and hours for cattle inspection by officers of the Agricultural Department has enabled a very close check to be kept.

Cattle Export Trade.—There is practically no export from the Territory of cattle for slaughter but quite an extensive trade is carried on in trek oxen. Traders, livestock dealers and farmers introduce young cattle and acquire trek oxen by barter on the basis of two for one ox. The oxen thus acquired are exported to the Union where the Basuto trek ox is held in high esteem.

Equines.

Horses and Mules.—In pursuance of the scheme for the improvement of equines in Basutoland, 13 thoroughbred stallions and 13 Catalonian " Jacks " were introduced during the year. There were at one period of the year 35 stallions and 20 donkey " Jacks " doing service under the scheme. Of the stallions three were subsequently sold to the Native custodians.

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The present distribution of the stallions and Jacks is given in the following table:—

District	*Stallions*	*Jacks*
Maseru (including 2 at Central Stud) ...	5	1
Mafeteng	7	7
Mohale's Hoek	8	7
Quthing	4	1
Qacha's Nek	3	2
Mokhotlong	2	2
Butha Buthe	1	—
Leribe	2	—
Totals	32	20

The object of the scheme is twofold: (*a*) To rehabilitate the once famous Basuto pony, and (*b*) to breed pack mules. It is estimated (final figures are not yet available) that over 600 mares were served by these stallions and " Jacks " during the spring and early summer. The service fee of 10s. is collected by custodians of loaned stallions and Jacks to reimburse them for the care and management of their charges. Everywhere, except at the central stud at Maseru, only native-owned mares are accepted for service. Concurrent with this improvement scheme is the emasculation, with the owners' consent, of undesirable stallions, and 2,120 were emasculated by officers of the Veterinary Division.

The mule population has shown a slight increase over the previous year. This essential industry is receiving the attention of the Government and, as a result, it is hoped that in years to come the mule population will materially increase.

Donkeys.—The donkey population is steadily increasing annually. Although the country carries 25,314 donkeys, traders and others have been unable to acquire donkeys in Basutoland for transport purposes. The great majority of donkeys are owned by Natives and in recent years their value for transport has been realised to such an extent that owners who are prepared to sell are asking prohibitive prices for them, forcing traders and others to buy in the Union.

The following are the census figures for Equines for 1935-6-7-8:—

	Horses.	*Mules.*	*Donkeys.*
1935	79,701	986	18,911
1936	84,650	1,275	22,361
1937	85,017	1,068	22,766
1938	87,788	1,076	25,314

VII.—COMMERCE.

The most important factor characterizing the external trade of Basutoland is the excess of imports over exports of goods. The monetary value of this adverse balance amounted in 1938

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to nearly £350,000. The same figures for 1935, 1936 and 1937 are, respectively, £257,186, £409,932 and £392,107. This continued adverse balance is rendered possible by the existence of an export of labour to the mines and farms in the Union resulting in an inflow of cash to Basutoland.

Practically the whole of the retail trade is in the hands of Europeans, although during the past few years the number of native-owned stores has increased. Little bartering is carried on between the natives themselves.

The most important exports of the Territory are wool, wheat, mohair and cattle: in 1938 the values exported bore the following proportions to total exports:—

Wool	31 per cent.
Wheat	38 per cent.
Mohair	10 per cent.
Cattle	5 per cent.

During 1938 prices of wheat and cattle rose. Prices of wool and mohair fell considerably but their fall has been partially stayed by the classing scheme.

TABLE (1)

Value in £'s of total imports and total exports for the years 1920 *and* 1928 *and the years* 1934-8.

	Imports.	*Exports.*
1920	1,180,986	937,038
1928	921,573	1,013,392
1934	566,767	284,522
1935	588,331	331,145
1936	712,125	302,193
1937	760,736	368,629
1938	749,126	401,512

TABLE (2)

Values and quantities of principal imports for the years 1937-8.

	1937.		*1938.*	
	Quantity.	*Value.*	*Quantity.*	*Value.*
		£		£
Merchandise		683,578		678,260
Livestock—	*No.*		*No.*	
Horses, Mules, etc. ...	1,806	6,514	2,704	10,677
Cattle...	4,599	14,357	6,715	24,376
Sheep and Goats ...	629	554	2,303	1,239
Grain—	*Bags.*		*Bags.*	
Wheat and wheat meal	6,378	9,282	8,087	12,852
Maize and maize meal	55,515	37,049	33,017	18,988
Kaffir corn	10,663	8,651	2,222	1,820
Other produce		751		914
Totals ...		760,736		749,126

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TABLE (3)

Values and quantities of principal domestic exports for the years 1937-8.

	1937.		1938.	
	Quantity.	*Value.*	*Quantity.*	*Value.*
Livestock—	*No.*	£	*No.*	£
Horses, Mules, etc.	102	575	109	730
Cattle	4,954	25,885	3,243	21,358
Sheep and Goats	—	—	563	340
Grain—	*Bags.*		*Bags.*	
Wheat and wheat meal ...	171,441	132,386	152,776	155,807
Maize and maize meal... ...	4,858	1,864	26,196	11,514
Kaffir corn	2,518	1,215	52,770	35,614
Barley	750	287	2,080	1,019
Beans and peas...	1,752	1,092	4,761	3,082
Oats			1,909	1,341
Wool and Mohair—	*lb.*		*lb.*	
Wool	4,662,779	142,899	6,461,852	125,241
Mohair	782,221	57,615	870,651	41,584
Hides and Skins—	*lb.*		*lb.*	
Hides	132,483	3,300	84,590	1,450
Skins	62,823	1,253	40,171	1,001
Miscellaneous		258		1,431
Totals		368,629		401,512

Note: A bag = 200 lbs.

TABLE (4)

The following comparative table for 1937 and 1938 indicates the country of origin of motor vehicles registered in the Territory.

Country of Origin.	*New Registrations.*		*Total Registrations.*	
	1937.	*1938.*	*1937.*	*1938.*
	Private Motor Vehicles and Taxis.			
Great Britain	9	15	27	30
Canada ... ... / United States of America	165	260	493	531
Germany	—	—	1	—
Italy	—	—	—	—
France	1	—	2	—
	175	275	523	561

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TABLE (4)—*contd.*

Country of Origin.	*New Registrations.*		*Total Registrations.*	
	1937.	*1938.*	*1937.*	*1938.*
Commercial Vehicles.				
Great Britain	2	5	12	12
Canada ... ... / United States of America	49	60	141	148
Germany	—	1	1	1
	51	66	154	161
Motor Cycles.				
Great Britain	5	4	14	12
United States of America ...	—	—	2	3
Germany	—	1	—	1
	5	5	16	16

Observations.

Total imports and exports for the year 1928 have been included as the comparison between the figures for that year and those for 1938 is interesting. 1928 was the last year in which exports were greater than imports. However, in 1920 the total value of imports was £1,180,986 and exports amounted only to £937,038.

Merchandise.—From 1931 there was a continuous increase in the amount of merchandise imported until this year when the total was just less that that of 1937, though the figure for 1937 was still below the 1928 total. The figures for 1920, 1928, 1931, 1937 and 1938 are £1,091,000, £881,767, £389,237, £683,578 and £678,260 respectively.

Wool.—Wool is one of the two most important articles of export. From 1928 the amount dropped from 12,000,000 lb. to 4,500,000 lb. in 1937. But in 1938 it increased to 6,461,852 lb.

Maize, Sorghum and Wheat.—The two main foodstuffs of the Basuto are maize and sorghum in that order, then wheat and peas third and fourth. The climate and soil of the mountains are favourable to the growth of strong wheat, and for each bag of wheat the native can usually obtain about 1½ bags of maize in exchange from a trader. Some two-thirds of the total wheat crop is usually available for export. Most of the maize and

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sorghum is consumed locally or stored if the crop has been good. Ordinarily more maize, sorghum and peas are imported than exported.

Cattle.—Trek oxen from Basutoland have a good market in the Union of South Africa.

Imports.—All the figures for imports given in the tables and elsewhere relate only to imports made by private individuals. In addition to these, account must be taken of imports made by Government. The estimate for this year places the figure at £56,000; this, however, must be regarded as only approximate.

Apart from foods, the chief articles bought by the natives are clothing and agricultural implements. The clothing comes largely from the Union of South Africa, the implements chiefly from Canada but some from Germany. Motor cars are being bought in increasing numbers by chiefs and native traders; the small European population also owns a considerable number.

Since all imports are made through the Union of South Africa, it is not possible to give figures detailing the country of origin of imports or destination of exports.

There is very little tourist traffic in Basutoland.

VIII.—LABOUR.

The following table shows the number of passes issued during the past four years to enable natives to leave the territory to take up or seek employment in the Union of South Africa.

	1935.	*1936.*	*1937.*	*1938.*
Mines—				
Gold	29,502	34,877	30,460	47,029
Coal	472	627	1,428	2,546
Diamonds	83	229	847	30
Manganese	—	305	265	—
Other Mines	—	—	130	628
Total Mines ...	30,057	36,038	33,130	50,233
Agricultural	5,584	6,964	3,782	3,872
Miscellaneous Labour ...	9,852	13,878	14,811*	13,859*
Totals	45,493	56,880	51,723	67,964

* Includes	*1937.*	*1938.*
Railway Construction	88	94
Roads	84	146
Other Public Works	206	349

The gold mines on the Witwatersrand continue to affect to a substantial degree the economic position of the territory, employing annually large numbers of Basuto. At the close of the year 1938, 47,470 Basuto were employed in these mines.

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In addition to the Basuto employed in the gold mines, there is always a fairly large number engaged in other occupations in the industrial areas of the Union. The following numbers were so employed on the 31st December, 1938: gold 47,470; coal, 2,402; diamonds, 886; other employment, 8,934: total, 59,692.

Many of the Basuto on the Witwatersrand remit money to their families in Basutoland through the Native Recruiting Corporation, Limited, and the Native Deposit and Remittance Agency, and a large percentage of the natives recruited for the mines defer a portion of their earnings for payment to them on their return to Basutoland. Many of them also make remittances through the post, and it is estimated that an amount at least equal to the amount remitted through other channels is remitted in this way, though statistics cannot be obtained. During the year, £106,993 was remitted by Basuto to their families through the Native Recruiting Corporation, and £111,697 was paid out as deferred wages, whilst a sum of over £7,600 was paid out through the Native Deposit and Remittance Agency and through other channels.

Nearly all Basuto who work in the Union do so under contracts for periods of several months. Most then return home, sometimes permanently, sometimes only for a month or so; very few stay on the mines permanently. The demand for Basuto labour on the mines almost always exceeds the supply, since most Basuto, though ready to work awhile for a supply of ready money, prefer an easy, if poor, life under the sun of their own country to a well paid life spent beneath the earth and in a mine compound.

During the year 1932 an office was opened temporarily in Johannesburg for collecting tax from Basutoland natives employed on the Witwatersrand. At the beginning of 1933 the Agency was re-opened and it has been maintained ever since. The Agency at first dealt only with the collection of revenue, but it soon began dealing with the domestic affairs of the Basuto on the Witwatersrand, encouraging them to save money, giving them home news, counteracting as far as possible the temptations of their environment, repatriating those who are indigent and, generally, giving advice and assistance to them whenever required.

The Bechuanaland Protectorate and Swaziland now share in the Agency which thus deals with natives from all three High Commission Territories, both in regard to the collection of taxes and in general welfare work.

The amount of Basutoland tax collected at the Agency during the years 1933-4 to 1937-8 was: 1933-4, £26,500; 1934-5, £33,146; 1935-6, £34,303; 1936-7, £34,477; 1937-8, £38,634.

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It will be noticed* that the amount collected during the financial year 1937-8 bears a proportion of 22·75 per cent. to the total tax collected for the whole Territory.

The Government protects labourers by stopping recruitment for any mine or other concern where the conditions of work are not good. All labourers recruited by agents in Basutoland for work outside the Territory have to be attested before a European official and the contract must be according to Government regulations.

In the Territory itself there is no great demand for industrial labour. A small number of natives find employment with transport concerns and as shop and warehouse assistants, and there is always a certain demand by Government for labourers on road making and anti-soil erosion work and the like. Otherwise each man works on his own or his family's lands.

Labour Legislation.

Proclamation No. 37 of 1936 enables the High Commissioner to regulate the level of wages paid to natives in any occupation or in any area within the territory. A minimum wage-level may be prescribed by Notice in the Official Gazette.

Proclamation No. 71 of 1937 regulates the conditions of employment of women, young persons and children in industrial undertakings, and prohibits the employment of any person under the age of 12 years in any such undertaking, whether public or private, unless it shall be owned by that child's parents.

There was no labour legislation in 1938.

IX.—WAGES AND COST OF LIVING.

There are no factories or industrial undertakings in the Territory, and there is only one mile of railway which is owned and operated by the South African Railway Administration.

Salaries and wages earned by Europeans vary from £200 to £1,000 per annum in the case of Government servants and from £120 to £600 per annum in the case of employees of trading concerns.

Native wages vary from £24 to £250 per annum in the case of Government employees and from £15 to £48 per annum in the case of store boys, etc. employed by traders.

Natives proceeding to the gold mines in the Union of South Africa receive, on an average, a wage of £3 for every 30 shifts worked, with free food and housing.

The average cost of living for single natives is estimated at £1 per mensem, and for married natives £3 per mensem. The

* See Revenue statement on page 46.

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cost of living of Europeans varies considerably and is in a great measure dependent on the social or official position of the person concerned.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The work of education in Basutoland is considerably affected by the nature of the country. This consists mainly of an unbroken mountain area bordered on the north and west by a narrow strip of lower and less broken countryside. In the mountain area the population is somewhat sparse, though steadily increasing. It has pushed its way up the river valleys, and its settlements are often isolated and difficult of access as well as being subject to very rigorous winter conditions. In the lowlands on the other hand, the population is much denser and conditions generally are easier.

There is a remarkable eagerness for education amongst the people, indicated by the fact that approximately two-thirds of the children of school-going age are on the school rolls, and that, in spite of the various difficulties of distance, of home or herding duties, and of a highland winter, making on occasions paths or streams impassable, the average attendance is 75 per cent. of the total enrolment.

This eagerness for education is altogether admirable, but somewhat embarrassing to the administration in a small country, the financial resources of which are limited, and inevitably one of the major concerns of the Education Department is to insure the utmost value for expenditure, which amounted to 21 per cent. of the total expenditure of the country in 1937/8.

The main end of education policy in Basutoland has been to offer to as many as possible the opportunity of learning to read and write and make simple calculations. It is recognised that at the present time the greater number of pupils will attend school for three or four years only, and, in order to achieve this end, education in the lower classes is practically all in the Native language. It may be accepted that to the boys and girls of today in Basutoland, education is not a foreign or strange thing but a normal and essential part of their environment.

Of elementary vernacular schools there are 527 which are aided from public funds and 280 which the Missions maintain without aid. On a higher educational level there are 53 schools giving instruction up to Standard VI and introducing more English into both the curriculum and the teaching medium. Of these five are purely Government schools managed by local committees.

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Education of a higher standard and of vocational character is provided in one Government and twelve Mission institutions. The former is a Trades School for boys; of the latter, three train teachers to the standard of the Native Primary Lower and Higher Certificates of the Cape Province Education Department, five train girls as infant school teachers, three are schools of domestic science for girls, and one offers industrial training for boys. Ordinary education up to the level of the Junior Certificate can be obtained in two of these Mission institutions but beyond that it has been necessary in the past for students to proceed to colleges outside the Territory, more especially the South African Native College at Fort Hare, which has been supported by the Basutoland Administration from the beginning and to which two Government bursaries are available annually.

However, a Government High School is being erected and will be opened in February 1939 at the beginning of the school year. This will be a boarding school in the hands of a mixed European and African staff which will take students up to Matriculation. In consequence it will be for post-matriculation work only that Basuto students will henceforth find it necessary to go outside the Territory.

In 1938 the enrolment in all schools in the Territory was: Government schools 650, Government-aided Mission schools 68,934, unaided Mission schools 13,224—making a total of 82,808. Included in this figure are 566 pupils who are in training institutions or craft schools.

The establishment of the Education Department consists at present of a Director, three European Inspectors and five Native Supervisors. Administrative expenses are met from the general revenue but the grants-in-aid to Missions, the cost of the Goverment intermediate schools, of bursaries and certain other charges are taken from the Basutoland Education Fund. This fund receives a quarter of the Native Tax payments together with a special Education Levy of 3s. per tax-payer. It is estimated that £63,431 will be spent from this fund in 1938/39.

Education is free in all the elementary and intermediate schools and attendancce is not compulsory. There are the familiar difficulties of herding for the boys and home duties for the girls to make attendance irregular, but on the whole the eagerness to secure education is very remarkable.

The Government offers a number of bursaries for the most promising candidates at three stages in the educational ladder, namely, at the Standard VI, Junior Certificate and Matriculation examinations, when twelve, six and two bursaries are offered respectively.

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Most of the vocational education is not in indigenous but in European crafts, e.g., carpentry, saddlery, laundry, cooking, etc. In many of these the problem is often to find scope for their exercise in the life of the community which can only support a very few craftsmen. In the domestic crafts of the girls there is of course ample scope and a steady raising of the standard of homes and home crafts is noticeable. But it will take some time for the ordinary life of the Basutoland countryside, which has a communal basis, to develop to the point of absorbing more than a very few skilled artisans. However, real progress here is evident and every year a few more tradesmen such as carpenters, blacksmiths, cobblers are to be found doing reasonably well at their trades.

Indigenous crafts have not a very great range, perhaps in the main through the lack of the necessary materials such as wood, osiers, etc. But an investigation conducted early in 1935 on behalf of the Government by Mr. H. V. Meyerowitz revealed how important in the life of the countryside is the pottery of the women, the grass and other weaving of both men and women, and how skilful in the clay modelling of animals etc. are some of the children. These crafts are receiving attention in the handwork of some of the schools and the possibilities of development are being considered.

The main occupations of the people of the Territory are Agriculture and Animal Husbandry, and at every stage of the educational programme efforts are made to provide practical instruction in the principles of these subjects. The schools have their gardens and provide special opportunities for instruction by the Agricultural Demonstrators; the Training Institutions stress gardening and the elements of agriculture in the preparation of teachers; the Government Technical School has a special Farmers' Course. The new High School will offer Agricultural Science as one of its most important subjects for Matriculation. In addition boys who show promise and interest are encouraged to enrol in one or other of the Native Agricultural Schools in the Union of South Africa, and a trading firm in the country gives an annual bursary for this purpose.

Social welfare activities are mainly in the hands of the Churches, and much good work is being done, and some valuable community service is rendered by the students in the Institutions under the aegis of the Students' Christian Movement or the Pathfinder (Scout) or Wayfarer (Guide) organisations. Useful training in homemaking, needlework etc. for girls who have ceased to attend the ordinary classes is given in many of the Roman Catholic day schools.

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Recreative activities are noticeably on the increase, chiefly in the form of organised school games. Inter-school competitions in games, athletics, drill and singing, are frequent and popular.

The Wayfarer-Guide and Pathfinder-Boy Scout Movements are developing well and cannot fail to exert a profound and beneficial influence on the life of the people.

European Education.—There are six small schools in the Territory managed by local committees, charging modest fees, and aided by the Government. These provide elementary education for the children of Europeans. For education beyond Standard VI children are sent to schools in the Union of South Africa, and two bursaries are awarded annually on the result of a special examination. Of these the one is the " Fraser " scholarship of £50 per annum for two years, given by a prominent trading concern of that name; the other, of £25 per annum for a similar period, is the " Queen Victoria Diamond Jubilee Scholarship ".

XI.—COMMUNICATIONS AND TRANSPORT.

Railways.

The Territory is linked with the railway system of the Union of South Africa by a short branch line from Maseru to Marseilles on the Bloemfontein-Natal main line. One mile of this line is in Basutoland. The South African railway runs near the boundaries of the Territory and goods are transported by road to the nearest railway station across the border.

During the year the Road Motor Transport Department of the South African Railways have continued their regular services between Fouriesburg and Butha Buthe, Zastron and Quthing, Zastron and Mohale's Hoek.

Roads.

The greater part of Basutoland is very mountainous, and in this area all transport is effected by the use of pack animals.

On the western side of Basutoland there is a strip of agricultural country from north to south in which a fairly good road system has been developed. The main roads traverse the whole of this area, with branches leading west to the principal points of exit. Nearly all the roads are gravelled and carry motor and ox-wagon traffic in all weathers. There are, however, a number of unbridged rivers and streams which, during flood periods, may delay travellers for some hours.

From the main roads a number of feeder roads lead towards the interior. By-roads to trading centres and missions start from these feeder roads and penetrate still further into the interior. Although several roads now cross the first range of mountains,

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none has yet reached the second range. Feeder roads are maintained by the Government and during this year a certain amount of gravelling has been carried out and particular care taken to improve drainage at the same time.

The by-roads are in some instances unsuitable for any type of traffic except ox-waggons. They are maintained by traders and others to whose stations they lead, and annual Government grants are made towards their upkeep.

On the eastern side of Basutoland, in the Qacha's Nek district, a short road system, similar to that described above, exists, and the standard reached is much the same as that on the western side of the Territory.

During the year a causeway was constructed over the Qalo River in the Butha Buthe district. A commencement was made with the building of a causeway over the Pitsaneng stream in the Maseru district and of a low-level bridge near Mafeteng. Other construction work undertaken includes two donga crossings in north Basutoland and a road deviation on the banks of the Orange River in the Qacha's Nek district.

The task of reclaiming dongas alongside and parallel to the roads has been continued, and a number of concrete pipe culverts have been installed. These are necessary to deal with flood water held back by the contour furrows which are an important part of the anti-soil erosion work now in progress.

The funds allocated are tabulated below:—

	Construction Work.	*Maintenance.*
	£	£
1937	3,450	12,400
1938	3,000	12,700

The following is a classification of the roads in the Territory:—

Gravel.—320 miles main road and 72 miles feeder road.

Earth.—40 miles main road and 70 miles feeder road.

In addition there are approximately 280 miles of by-road which are chiefly earth roads.

Bridle-Paths.

The year 1938 has seen the commencement of the construction and realignment of the main bridle-path routes of the Territory. Approval for the expenditure of £15,500 spread over a period of three years was received in the latter part of 1937.

The work was started in December, 1937, in the Qacha's Nek district. This was followed by the establishment of working parties in January, 1938, in the north and centre of Basutoland, and towards the end of the year in the Mohale's Hoek and Quthing districts in the south.

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It is estimated that there are 1,680 miles of paths which have been scheduled as main paths but it is necessary to explain shortly the nature of the work that is being undertaken. The main paths in Basutoland over this total mileage run for considerable distances through valleys and undulating hill country, but there are very many narrow precipitous gorges in the bottom of which rivers flow and many steep mountain ranges over which the paths climb through narrow passes. The main obstacles to transport in the mountains are the passes and river gorges and very heavy construction work is required to grade out the path to the maximum grade stipulated, namely 8°. The progress of the construction work should therefore be measured not only in terms of the total mileage covered but also by the number of passes and river gorges that have been completed.

During 1938 a total of 170 miles of path was constructed. This included, however, the construction of Moteng and the western side of the Ramatseliso Passes in North Basutoland, the pass from Meeni's up Thaba Putsoa named Makheka's Pass in Maseru district; also exceptionally heavy construction work in the Tsoelike and Melikane gorges in the Qacha's Nek district, and on the Ribaneng gorge in Mafeteng district. The Makhaleng River gorge has been twice crossed by the path parties. The expenditure on bridle-path reconstruction during 1938 is estimated to be £5,600.

As in the past three years, grants have been made to all Districts to enable the worst sections of the existing bridle-paths to be repaired. The expenditure on this work for the year 1937 was £980 and the estimated expenditure for 1938 is £1,000.

XII.—PUBLIC WORKS.

During the year the usual maintenance work has been carried out on Government buildings throughout the country. In addition the following construction works have been or are being carried out:—

Two houses for European officers have been constructed at Mafeteng and one at Qacha's Nek. Plans and tenders have been received for three houses for officers in Maseru.

The accommodation for patients at Quthing Hospital has been doubled, a new operating theatre provided, and bath-rooms, isolation wards and a laundry constructed. Other work for the Medical Department has included rooms for out-patients at the dispensaries at Maseru and Mafeteng; leper huts at Maseru, Leribe and Quthing; and a leper office at Qacha's Nek. A start has been made at the mountain station of Mokhotlong with hospital wards for patients. When completed these will greatly increase the accommodation for patients.

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Native quarters for Government servants and police have been constructed at Teyateyaneng, Qacha's Nek, Mohale's Hoek and Mokhotlong, and cottages for visiting Chiefs at Leribe and Teyateyaneng.

A start has been made on the construction of new Government offices at Mokhotlong, and extensions to the Government offices at Leribe will allow the Post Office section to be enlarged.

During the year the main buildings for the Maseru High School were let out to contract and the school will open early in 1939. The buildings comprise school building, boys' boarding-house, Principal's house, Vice-Principal's house, and two Native teachers' houses. The Intermediate School at Mohale's Hoek has been completed.

Additional Native teachers' houses have been built at Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

A number of smaller buildings including storerooms, rondavels, etc., have also been constructed.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The laws in force in Basutoland include those of the Cape of Good Hope up to the 18th March, 1884, except where repealed or altered by proclamation of the High Commissioner, who is empowered to make by proclamation such laws as may be necessary for the peace, order and good government of the territory.

The Basutoland Courts of Law consist of:—

(a) *The Resident Commissioner's Court,* which constitutes the Supreme Court of Basutoland, and from which an appeal lies to the Privy Council. Under Proclamation No. 10 of 1928 as amended, the constitution of the Resident Commissioner's Court was altered and provision made for the appointment of a Judicial Commissioner. The Court is now constituted by the Resident Commissioner, or, when deputed by him thereto, the Deputy Resident Commissioner or the Judicial Commissioner sitting alone or together; and there may be associated with the Court not more than two officers of the Administration appointed by the Resident Commissioner for the purpose by notice in the Gazette. The Resident Commissioner when present and, in his absence, the Judicial Commissioner, is President of the Court, and the judgment of the Court is the judgment pronounced or approved by the President.

The power conferred on the Resident Commissioner to review and correct the proceedings of Courts or officers may be exercised also by the Judicial Commissioner, and any decision recorded or action taken by the Judicial Commissioner in the course of such review or correction is of the same force and effect as if it had been recorded or taken by the Resident Commissioner.

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(b) *Courts of District Commissioners,* who are empowered to impose sentences not exceeding two years imprisonment with hard labour or fines not exceeding £50, with jurisdiction in civil cases up to £500. These Courts have no jurisdiction to try, as Courts of first instance, any person charged with treason, murder, attempt to murder, culpable homicide, rape, attempt to commit rape, or sedition.

(c) *Courts of Assistant District Commissioners,* with jurisdiction varying from sentences not exceeding six months and/or a fine of £10, to sentences not exceeding one year and/or a fine of £25, with civil jurisdiction in certain cases up to £250.

(d) *Chiefs' Courts.*—Under Proclamation No. 2B of 1884, the Paramount Chief and other Native Chiefs of Basutoland were authorised to continue to exercise jurisdiction according to native law and custom in civil and criminal cases within such limits as may be defined by any rules established by the authority of the Resident Commissioner, subject to a proviso that no suit, action or proceeding whatsoever to which any European shall be party, either as plaintiff or complainant, or as defendant, shall be adjudicated upon by any such Chief, save by the consent of all parties concerned. An appeal lies from a decision of any Chief to the Court of the Paramount Chief and from that Court to the Court of the District Commissioner of the District within which the action arose.

Towards the end of 1938, Proclamations establishing a High Court, Subordinate Courts and Native Courts were published to take effect from the 1st January, 1939. Details of these Courts will appear in the Report for 1939.

The following table shows the number of convictions for various crimes and offences during the last five years:—

Nature of Crime.	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
In Magisterial Courts—					
Offences against the person...	147	137	171	406	239
Offences against property ...	594	338	366	380	213
Offences against liquor laws	12	19	20	33	36
Other crimes	1,327	1,356	2,047	1,276	1,085
In Resident Commissioner's Court—					
Murder	11	2	12	10	7
Culpable homicide	145*	124*	67*	7	25
Attempted murder	3	3	3	1	2
Rape	1	7	3	3	4
Other offences against the person	7	3	15	—	1
Offences against property with violence to the person	3	—	10	—	1
Other offences against property	62	32	34	13	7
Public violence	—	—	—	—	29
Other crimes	2	1	1	—	1
	2,314	2,022	2,749	2,129	1,650

* Includes cases of public violence resulting in culpable homicide.

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Police.

Administration.—The Resident Commissioner is Commandant of the Basutoland Mounted Police, but the departmental head is the Commissioner of Police and Prisons.

Each Police Division is in charge of a Superintendent of Police stationed at Divisional headquarters and responsible to the Commissioner of Police and Prisons for all police and prison work in the Division.

An Assistant Superintendent is stationed at each of the stations contained within a Police Division with the exception of Divisional headquarters. He is responsible to the Superintendent for all the police and prison work of his sub-division.

All non-commissioned ranks are recruited from among the natives of the territory.

The following table shows the establishment and the actual strength of the Force as on the 31st December, 1938:—

	Establishment.	*Strength.*
Europeans.—		
Commissioner	1	1
Superintendents	4	5
Assistant Superintendents ...	8	7
	13	13
Native Ranks.—		
Sergeant-Major	1	1
Senior Sergeants	4	4
Sergeants	10	10
Corporals	15	15
Privates	260	259
	290	289

Depot.—The Police Training Depot is under the supervision of a senior officer and the detail work is carried out by the Native Sergeant-Major and a Native Drill Instructor.

Seventeen recruits underwent a six months' training course, three privates were sent in from the Divisions for refresher courses, and the four senior sergeants were given a special course when they were promoted.

Fingerprint Bureau.—During the year 1,747 "slips" were received for examination—an increase of 391 on last year's figures. Five hundred and thirty of these were in connection with deportations from the Union of South Africa.

Co-operation is maintained with the South African Police, and the Bureau is in constant touch with the Fingerprint Office in Pretoria.

Health.—The health of the Police during the year has been good. The death of one private is recorded with regret.

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Conduct.—The conduct of members of the force has been satisfactory.

Work of the Police.—In 1938 10,433 patrols were sent out, involving 12,407 men. The patrols covered 198,841 miles and the men covered 277,129 miles. The main object is the prevention of stock theft and the punishment of the thieves. Three hundred and six cases were dealt with and of these 200 were sent to Native Courts. Stock theft is the most serious crime in the Territory and progress towards its suppression is satisfactory.

Prisons.

Administration.—The prisons are controlled by the Commissioner of Police and Prisons, acting through the Superintendents and Assistant Superintendents in each Division or Sub-Division. Each prison itself is in charge of a gaoler, subordinate to the local Police officer. In most cases the gaolers are native officials. The prisons at Maseru and Leribe, however, are in charge of European gaolers. The subjoined table shows the strength of the prison staff as on the 31st December, 1938:—

Gaol.	*European Gaolers.*	*Native Staff.*				*Total*
		Warders Grade 2.	*Warders Grade 3.*	*Warders Grade 4.*	*Female Warders*	
Leribe	1	—	1	10	—	12
Butha Buthe ...	—	1	—	4	—	5
Maseru	1	—	1	15	3	20
Teyateyaneng ...	—	1	—	4	—	5
Mafeteng ...	—	—	1	5	—	6
Mohale's Hoek...	—	—	1	5	—	6
Quthing ...	—	—	1	3	—	4
Qacha's Nek ...	—	—	1	4	—	5
Mokhotlong ...	—	—	1	3	—	4
Total ...	2	2	7	53	3	67

Buildings.—All gaol buildings are of stone with iron roofs and cement floors; the inmates are supplied with bed-boards on which to sleep. The majority of cells are built to contain eight to ten prisoners, but there are usually one or two smaller ones for violent or dangerous inmates, or for occasional European convicts. Attached to each prison is an exercise yard and cement baths with water laid on. The cook-house is in the yard and a daily scale of ration as laid down by statute is provided. As no special accommodation exists in the district gaols for female or European prisoners, they are invariably transferred to Maseru.

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Health.—The daily average of prisoners on the sick list during 1938 was 8·67. This standard of health is good. There were six deaths recorded during the year.

All prisoners are medically examined on admission and regular visits of inspection are made to the gaols by the Medical Officer of the station. Prisoners reporting sick are taken to the Government dispensary for examination and, if necessary, are admitted to hospital where they receive the same treatment as other patients.

Discipline.—During the year conduct was satisfactory. Two prisoners escaped but both were recaptured.

Labour.—The policy commenced in 1931 of utilizing convicts to a greater extent on road construction and maintenance in the vicinity of the various Government stations has been maintained. Where possible, convicts are trained to become useful members of society on release, by instruction in such trades as masonry, carpentry, building and other kinds of manual labour.

Sentences.—The majority of offenders are given the option of paying a fine in lieu of imprisonment with hard labour. Provision was made by Proclamation No. 55 of 1921 for the punishment of offenders in certain cases, by which the Court may in its discretion—

(*a*) postpone for a period not exceeding six months the passing of sentence, and release the offender on one or more conditions; or

(*b*) pass sentence but order the operation of the sentence to be suspended for a period not exceeding three years on such conditions as the Court may specify in the order; or

(*c*) pass sentence of a fine or, in default of payment, imprisonment, but suspend the issue of a warrant committing the offender to a gaol in default of payment until the expiry of such a period not exceeding twelve months as the Court may fix for payment, in instalments or otherwise, of the amount of the fine or until default has been made.

Good conduct remission up to one-fourth of the sentence is allowed on all sentences of imprisonment for six months or more.

Leave on Licence.—In 1938, six prisoners were released on licence. Of these, one was recommitted to prison for failing to observe the conditions of release.

Religious facilities.—No resident chaplains are attached to the gaols but visits of ministers of religion are permitted. Voluntary services are held by the clerical and lay staffs of various denominations.

Statistics.—During 1938, 2,241 persons were admitted to prison in the Territory, of which 1,384 were committed to penal imprisonment. The corresponding figures for 1937 were 2,650

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and 1,672 respectively. The daily average of adults confined was 374·4 compared with 432·8 for the previous year.

All juvenile prisoners are transferred to Leribe where they are kept segrated from adult prisoners so far as possible. The daily average number of juveniles in prison during the year was 12·3 a decrease of two compared with 1937.

XIV.—LEGISLATION.

The following is the legislation for the year 1938 which has been proclaimed in the Gazette:—

(1) No. 2.—Basutoland Medical, Dental and Pharmacy (Further Amendment) Proclamation, 1938. Empowering the Resident Commissioner to licence under certain conditions persons as medical practitioners.

(2) No. 3.—Basutoland Further Appropriation (1936–7) Proclamation, 1938. Making further provision from the public funds to meet additional expenditure for the year ended 31st March, 1937.

(3) No. 8.—Basutoland Aliens (Amendment) Proclamation, 1938. Making regulations for appeals against removal orders made by the Resident Commissioner.

(4) No. 13.—Basutoland Public Service (Amendment) Proclamation, 1938. Probationary period for appointments to pensionable office to be two years.

(5) No. 19.—Basutoland Pensions (Amendment) Proclamation, 1938. Promulgating certain amended regulations.

(6) No. 27.—Basutoland Appropriation (1938–9) Proclamation, 1938. Providing out of the public funds for the services of the year ending 31st March, 1939.

(7) No. 28.—Basutoland Administration of Estates (Amendment) Proclamation, 1938. Providing for the rate of interest on and the investment of money held by the Master.

(8) No. 30.—Basutoland Aliens (Further Amendment) Proclamation, 1938. Making it an offence for an alien to be found in the Territory without a permit.

(9) No. 32.—Basutoland Auctioneer's Licence and Auction Dues (Amendment) Proclamation, 1938. Empowering the Resident Commissioner to waive auction dues under certain circumstances.

(10) No. 33.—Basutoland Marriage (Amendment) Proclamation, 1938. Enabling a widow to marry her deceased husband's brother under certain circumstances.

(11) No. 36.—Basutoland Anthrax (Amendment) Proclamation, 1938. Empowering the High Commissioner to proclaim Ports of Entry for animals, and the Principal Veterinary Officer to arrange inspections, etc.

(12) No. 37.—Basutoland Income Tax Proclamation, 1938. Fixing the normal rates of income tax and super tax for the year ended 30th June, 1938.

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(13) No. 40.—Basutoland Preservation of Natural and Historical Monuments, Relics, Antiques, Fauna and Flora Proclamation, 1938. Empowering the Resident Commissioner to proclaim any such object for its preservation.

(14) No. 44.—Basutoland Sedition Proclamation, 1938. Providing generally for the suppression of sedition.

(15) No. 47.—Basutoland Poll Tax (Amendment) Proclamation, 1938. Defining " ordinary residence."

(16) No. 54.—Basutoland Sedition (Amendment) Proclamation, 1938. Clarifying the meaning of " seditious intention " in the main law.

(17) No. 57.—Basutoland High Court Proclamation, 1938. Establishing a High Court for Basutoland to replace the Resident Commissioner's Court.

(18) No. 58.—Basutoland Subordinate Courts Proclamation, 1938. Consolidating the law relative to Subordinate Courts and to the jurisdiction, powers and duties of officers presiding over such Courts.

(19) No. 59.—Basutoland Criminal Procedure and Evidence Proclamation, 1938. Consolidating and amending the law relating to procedure and evidence in criminal cases.

(20) No. 60.—Basutoland Criminal Liability of Intoxicated Persons Proclamation, 1938.

(21) No. 61.—Basutoland Native Administration Proclamation, 1938. Providing for the recognition of the Paramount Chief and of Native Chiefs, Sub-Chiefs, and Headmen, and defining their powers and functions.

(22) No. 62.—Basutoland Native Courts Proclamation, 1938. Making better provision for the recognition, constitution, powers and jurisdiction of Native Courts and generally for the administration of justice in cases cognisable by Native Courts.

(23) No. 69.—Basutoland Public Holidays Proclamation, 1938. Consolidating and amending the law relating to Public Holidays.

XV.—BANKING, CURRENCY AND WEIGHTS AND MEASURES.

There are no agricultural or co-operative banks within the Territory; but the Standard Bank of South Africa, Limited, has a branch office at Maseru.

The currency is provided for under Proclamation No. 2 of 1933 and is the same as in the Union of South Africa.

The weights and measures in common use in the Territory are the British Imperial.

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XVI.—PUBLIC FINANCE AND TAXATION.

The following statement shows the revenue and expenditure for the past five financial years:—

Revenue.

Head.	*1933–4.*	*1934–5.*	*1935–6.*	*1936–7.*	*1937–8.*
	£	£	£	£	£
Native Tax	90,017	129,313	140,910	153,238	170,117
Customs and Excise ...	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs ...	12,906	11,437	14,188	15,008	24,504
Licences	8,466	8,614	9,181	9,634	10,444
Fees of Court or Office ...	773	361	346	401	391
Judicial Fines	423	739	431	815	800
Income Tax	4,116	5,608	4,036	5,306	9,749
Poll Tax	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered	1,023	1,016	1,270	1,216	1,498
Interest	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	8,107	6,786	7,375	8,078	6,908
Miscellaneous	12,155	12,422	11,294	14,113	15,564
Education Levy	10,339	14,767	16,240	17,777	19,793
Civil Servants Salary Deductions.	4,550	2,689	2,148	—	—
	246,143	300,947	321,689	350,216	392,007
Colonial Development Fund	—	1,543	207	18,688	26,910
Totals	£246,143	£302,490	£321,896	£368,904	£418,917

Expenditure.

Head.	*1933–4.*	*1934–5.*	*1935–6.*	*1936–7.*	*1937–8.*
	£	£	£	£	£
Resident Commissioner ...	13,163	13,018	13,603	13,918	15,457
District Administration ...	16,157	16,874	17,318	18,453	21,501
Police	33,386	34,188	33,604	32,801	—
Police and Prisons ...	—	—	—	—	44,602
Posts and Telegraphs ...	10,949	10,599	11,990	12,397	13,601
Administration of Justice	13,923	13,676	13,250	13,691	—
Judicial and Legal... ...	—	—	—	—	2,702
Public Works Department	5,308	5,476	5,621	5,374	5,129
Public Works Recurrent...	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary.	1,031	6,426	5,119	10,487	18,550
Medical	25,712	26,605	29,314	29,614	30,078
Education	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School	5,515	6,504	6,205	5,948	7,120
Agriculture—					
Veterinary	12,598	12,944	12,295	18,330	19,364
Agricultural	7,351	8,665	9,495	7,089	9,388
Allowances to Chiefs ...	11,145	9,413	11,207	12,993	13,617
Basutoland Council ...	735	1,697	1,715	1,719	1,755
Leper Settlement	19,670	19,138	18,200	17,933	17,484
Pensions	14,562	13,962	16,862	15,349	15,186
Miscellaneous	40,911	15,399	6,476	6,114	8,144
Census	—	—	196	3,464	855
	292,112	293,435	298,668	309,212	337,739
Colonial Development Fund	—	1,543	207	18,668	*26,910
Totals	£292,112	£294,978	£298,875	£327,880	£364,649

* Includes expenditure on ecological survey, livestock improvement, wool-classing measures, and the Anti-soil Erosion Campaign.

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Liabilities and Assets.

The surplus balance at the 31st March, 1938, amounted to £159,077. £35,000 of the surplus balance is on loan to the Swaziland Government at 3½ per cent. per annum. This loan is repayable by 1943.

The detailed statement of Liabilities and Assets at the 31st March, 1938, is as follows:—

Liabilities.	£	*Assets.*	£
Guardians' Fund Deposit Account	7,326	On deposit with the Crown Agents for the Colonies, London	140,000
Sub-Accountants' Suspense Account	5,795	Crown Agents, London, Current Account ...	145
Stores Imprest Account ...	13,486	Standard Bank of South Africa Ltd., Current Account	30,618
Basutoland Wool and Mohair Fund	2,406	Balances in hands of Sub-Accountants	11,262
Basutoland Education Fund	34,066	Advances Recoverable ...	7,853
Bechuanaland Protectorate and Swaziland Tax Account	3,860	On loan to Swaziland Administration	35,000
Deposits	2,898	Stores Suspense	5,905
Colonial Development Fund	2,680	South African Railways ...	811
Balance of Assets over Liabilities	159,077		
	231,594		231,594

The Wool and Mohair Fund was established under Proclamation No. 39 of 1931 with funds received from the Union Government under Notice No. 1493 dated the 15th August, 1930, in respect of wool and mohair exported from Basutoland together with amounts recovered from persons to whom livestock or other articles have been supplied from moneys provided by the Fund. The proceeds of this fund are devoted to the promotion of the future production of wool and mohair. The purchase of high-class merino rams for re-sale to natives described in a previous chapter is financed from this fund.

Estimated Financial Position at the 31st March, 1939.—The latest estimate is that there will be a surplus of revenue over expenditure for the financial year 1938-9 of £15,000, and that the surplus balance on the 31st March, 1939, will amount to £174,077.

Description of Main Heads of Taxation.

Native Tax.

The rate of tax is 25s. for every adult male native domiciled in Basutoland, and in addition 25s. for each wife after the first, but no native is liable for more than £3 15s. in any one year for himself and his wives.

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The collection was £16,880 more than in 1936-7 and was made up of £55,981 Arrear, £113,481 Current (1937-8) and £655 Advance (1938-9) Tax. The total collected during the year was £170,117.

Customs and Excise.

£125,830 13s. 10d. was received from the Union Government under the Customs Agreement and represents ·88575 per cent. of the gross Customs revenue of the Union of South Africa for the twelve months ended the 31st March, 1938. Local collections on Union manufactured spirits and beer amount to £1,944 4s. 1d.

Licences.

There was no change in the rates paid for the various classes of licences during the year under review.

Income Tax.

The rates fixed for the tax-year ended the 30th June, 1937, were the same as those for the previous year and were:—

(1) Normal Tax:—

(*a*) In the case of companies, for each pound of the taxable amount, two shillings and sixpence.

(*b*) In the case of persons other than companies, for each pound of the taxable amount, one shilling and as many two-thousandths of a penny as there are pounds in that amount, subject to a maximum rate of two shillings in every pound.

(2) Super Tax:—

(*a*) When the amount subject to super tax does not exceed twenty-four thousand pounds, for each pound of such amount, one shilling and as many five-hundredths of a penny as there are pounds in that amount.

(*b*) When the amount subject to super tax exceeds twenty-four thousand pounds, for each pound of such amount, five shillings.

The following abatements were deducted from the taxable income of any person, other than a company, for the purpose of determining the taxable amount:—

Abatements:—

(*a*) Primary £400.

(*b*) Life insurance and similar allowances. A deduction not exceeding £50 is made in respect of premiums paid during the period of assessment on policies under which the taxpayer, his wife or minor children are insured against death, accident or sickness.

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(*c*) A deduction not exceeding £10 is allowed for fees or subscriptions paid during the period of assessment to any friendly or benefit society.

(*d*) £100 for each unmarried child or step-child who was alive during any portion of the year of assessment and was or would have been under the age of 21 years on the last day of the year of assessment.

(*e*) A sum of £30 for each dependant of the taxpayer.

(*f*) A deduction of 20 per cent. is made from the Normal tax payable.

The total of the abatements and allowances is reduced.

(1) In the case of every such taxpayer (i) who during any portion of the period in respect of which the assessment is made was married; or (ii) who during the whole or any portion of the period in respect of which the assessment was made was divorced, but maintained during any portion of that period a child of his own or a step-child who was or would have been had he lived under the age of 21 years on the last day of the year of assessment in respect of which, or portion of which, the assessment is made, the reduction shall be by one pound for every completed ten pounds by which the taxable income of such person exceeds six hundred pounds or when the period assessed is less than twelve months, by which it exceeds so much of six hundred pounds as is proportionate to the period assessed: Provided that for the purpose of this paragraph any person who was a widower or widow during the whole or any portion of the period in respect of which the assessment is made shall be assessed as though he had been married throughout that period and any person who has been separated under a judicial order or written agreement throughout that period shall be assessed as though he had been divorced throughout that period.

(2) In the case of all other persons to whom paragraph (1) of this sub-section does not apply, the reduction shall be by one pound for every completed pound by which the taxable income of any such person exceeds three hundred pounds or, when the period assessed is less than twelve months by which it exceeds so much of three hundred pounds as is proportionate to the period assessed. In the case of persons other than companies the assessment is subject to a rebate of 20 per cent.

Companies.—In the case of companies an abatement of £300, which is subject to reductions in accordance with paragraph (2) above.

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Super Tax is payable (other than by a public company) on a taxable income exceeding in the aggregate £2,500 in any year of assessment. The taxable income of any person determined for normal tax purposes is the amount upon which the super tax is assessed.

There is an abatement of £2,500 and this is diminished by £1 for every £1 by which the income, subject to super tax, exceeds £2,500.

Dividends accruing to non-residents are exempt from super tax provided such dividends are not paid or payable within the territory.

The sources from which taxable incomes were derived and the amount of tax paid for the tax years 1936-7 and 1937-8 are as follows:—

Source.	*1936–7.*	*1937–8.*
	£	£
General Traders	3,778	8,368
Civil Servants	717	893
Employed persons	90	163
Others	502	225
Non-residents	219	100
	5,306	9,749

The numbers of incomes assessed for current tax and the total amount of taxable incomes in the categories shown are:—

Numbers.	*Categories.*	*Total of Taxable Incomes.*
	£	£
13	500 and under	9,238
36	501–750	21,936
30	751–1,000	22,499
25	1,001–1,500	37,612
5	1,501–2,000	16,832
6	Over 2,000	78,908
115		£187,025

Stamp Duties and Fees on Documents payable by means of Stamps.

The duties and fees payable are specified in the Schedule to Proclamation No. 16 of 1907 as amended and are classified under the following heads:—

Arbitrations and Awards.
Bonds.
Courts of Law (District Commissioners' Courts).
Civil Cases (Resident Commissioner's Court).
Acts or Deeds of Donations.
Leases.
Master's Office:
(*a*) Insolvency;
(*b*) Orphan Chamber.
Office Fees and Transfers and Miscellaneous.

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Estate Duty is payable in terms of the Basutoland Death Duties Proclamation of 1935 at ½ per cent. upon the first £2,000 and up to 17 per cent. on £75,000 and over, and the rates of Succession Duty vary from 2 to 10 per cent.

Wool and Mohair Export Duty.

This duty remained at ¼d. per lb. for the period 1st April, 1937, to 31st March, 1938.

Poll Tax.

The rate is fixed at £2 per annum payable half-yearly on the 1st January, and the 1st July, by all adult males domiciled in Basutoland who are not liable to pay Native Tax. In the case of failure to pay any one instalment of the tax within the period provided, a further sum of 2s. for each month or part of a month is payable.

Posts and Telegraphs.

The revenue amounted to £24,504 7s. 6d. during the financial year ended 31st March, 1938, and the expenditure to £13,600 9s. 7d.

During the financial year 1937-8, postal and money orders to the value of £26,417 15s. 3d. were issued and £41,148 5s. 8d. paid

The Union Post Office Savings Bank system is in operation in Basutoland, and the following deposits and withdrawals at post offices in the territory were made during the financial year 1937-8:—

	£
Deposits	36,740
Withdrawals	31,770

Basutoland has its own postage and revenue stamps. The King George VI issue was placed on sale on 1st April, 1938. There are twelve denominations ranged in the following order, the first eleven being postage and revenue stamps: ½d., 1d., 1½d., 2d., 3d., 4d., 6d., 1s., 2s. 6d., 5s., 10s., and, for revenue purposes only, £1. The respective colours are green, red, light blue, purple, blue, grey, light brown, orange, dark brown, blue purple, olive and black. One design only is used, which contains a vignette of His Majesty the King, placed above a scene depicting the Maluti mountains and the Orange river, while in the foreground is a representation of a crocodile—the emblem of the ruling house of Moshesh.

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Johannesburg Agency.

The Report on the Financial and Economic Position of Basutoland dated January, 1935* (page 58), recommended the permanent establishment of this Agency, and all three High Commission Territories now participate and contribute towards the cost of maintenance.

Revenue is collected from the Basuto, Bechuana and Swazis working in the Transvaal industrial and mining areas, and the functions of the Agency are now extended to general welfare work. (A fuller report of the work of this Agency will be found under Chapter VIII, Labour.)

The total revenue collections for 1938 compared with 1937 are:—

	1937.	1938.
	£	£
Basutoland	40,955†	45,978†
Bechuanaland Protectorate	4,483	7,944
Swaziland	9,475	10,934
	54,913	64,856

The collections on behalf of the Bechuanaland Protectorate Administration commenced in May, 1934, and in June, 1934, for Swaziland.

* Cmd. 4907.
† Including Education Levy.

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APPENDIX I.

REVIEW OF PROGRESS IN BASUTOLAND, 1935-1938.

The report of the Commission appointed by the Secretary of State for Dominion Affairs to inquire into the financial and economic position of Basutoland was completed in January, 1935, and was presented to Parliament by Command of His Majesty in May, 1935 (Cmd. 4907). The searching enquiry carried out by Sir Alan Pim with the assistance of Mr. S. Milligan into the conditions obtaining in Basutoland at the time of the visit revealed the precarious financial position of the Territory, the decline of its economic resources and the alarming increase of soil erosion in recent years. Radical changes and developments were recommended, covering nearly every aspect of administrative and departmental activity and providing the foundation for the regeneration and rehabilitation of the country. The report was welcomed by His Majesty's Government and by the local Administration and a carefully considered long-range policy was adopted to implement and supplement the recommendations of the Commission.

The results of this policy are now evident and a brief review of the progress made since the publication of the Report seems opportune.

(i) The Financial Position.

In his summary of the position as regards Revenue and Expenditure (paragraphs 231 and 232) Sir Alan Pim found that the revised estimates for the financial year 1934-5 anticipated a deficit of £23,000 on the year's working, reducing the opening balance for the 1935-6 to approximately £9,844. The Estimates for 1935-6. which were then in draft form, provided for a deficit of £3,980, reducing the accumulated surplus balance to less than £6,000. The Education Fund, financed by a contribution of one-quarter of the Native Tax and a special levy of 3s. per taxpayer, was exhausted. There was a deficit of £4,021 at the end of 1933-4 and it was estimated (paragraph 181 of the report) that the adverse balance would be increased to £6,000 by the 31st March, 1935. The deficit was regarded as a debt by the Fund to the general account for the Territory.

On the 31st of March, 1938, the accumulated surplus balance of the general account carried forward to 1938-9 amounted to £159,077 and the reserve of the Education Fund was £34,066. Taken together, these reserves are the largest yet established in Basutoland and their accumulation has been coincident with a policy of vigorous development and expansion of social services.

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As shown in the table below, revenue has steadily increased from £246,143 in 1933-4 to £392,007 in 1937-8, the principal increases being under Native Tax, Customs and Excise, Income Tax and Education Levy.

Schedule of Revenue, 1933–34 to 1937–38.

Head of Revenue.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*	*1937–38.*
	£	£	£	£	£
Native Tax	90,017	129,313	140,910	153,238	170,117
Customs and Excise	90,040	104,442	111,633	121,604	127,775
Posts and Telegraphs	12,906	11,437	14,188	15,008	*24,504
Licences	8,466	8,614	9,181	9,634	10,444
Fees of Court, etc.	773	361	346	401	391
Fines	423	739	431	815	800
Income Tax	4,116	5,608	4,036	5,306	9,749
Poll Tax	1,265	1,345	1,334	1,346	1,354
Fees for Services Rendered ...	1,023	1,016	1,270	1,216	1,498
Interest	1,963	1,408	1,303	1,680	3,110
Wool and Mohair Export Duty	8,107	6,786	7,375	8,078	6,908
Miscellaneous	12,155	12,422	11,294	14,113	15,564
Education Levy	10,339	14,767	16,240	17,777	19,793
Civil Servants' Salary Deductions	4,550	2,689	2,148	—	—
Totals	£246,143	300,947	321,689	350,216	392,007

*Sale of Coronation Stamps.

In paragraphs 90 and 91 of his report Sir Alan Pim commented on the methods of Native Tax collection and the state of the tax registers. The improvement which has taken place is, in a large measure, due to closer co-operation between the Chiefs and the Government as a result of the policy of identifying the Chiefs with the collection of tax. Other factors are the personal attention given by District Officers to the checking of tax registers and to the proper recording of exemptions. This is particularly noticeable since 1937 when the Administrative Staff was brought up to its present strength, so enabling District Officers to spend more time travelling in their districts.

Prior to 1936-37 the best collection of Native Tax was made in 1928-29 when £141,719 was realised. During that year (1928-29) the total revenue was £339,892—a record which was not passed until 1936-37. Customs and Excise provided £96,072 of this sum while the Wool Export Duty contributed £33,976.

In accordance with the recommendations of the Commission the fees for Motor Licences were increased by 50 per cent. as from the 1st of January, 1936, and increases were made in the rates of Succession Duties and Fees of Court or Office. The increase of revenue from these sources was estimated at £850.

Provision has been made under the Basutoland Native Trading Proclamation, 1936, for the issue of minor trading licences to natives at the special rates of £5 in townships and

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£2 10s. 0d. elsewhere. These licences do not permit trading in wool, mohair or livestock and should a native wish to engage in this business, which is of a speculative nature, he is required to be in possession of a full Trader's Licence.

In his report (paragraph 98) Sir Alan Pim referred to the credit system of trade as a snare to the native. Legislation was introduced in 1936 providing that no debt for money lent or goods supplied by a non-native to a native shall be recoverable in any Court unless the transaction is approved in writing by an Administrative Officer or the native holds a general permit from an Administrative Officer to contract debts without his approval in each individual transaction. No difficulties have arisen in connection with the working of this proclamation.

Prominence has been given to the improvement in the revenues of the country because the Commission recognized that " Increased resources must be looked for in a reorganization of the system of collection of the Native Tax and in increasing the resources of the people in meeting it, by improvements in the system of cultivation and in the quality of the stock and by organizing the classing of wool and mohair so as to obtain better prices ". The table on page 54 shows the improvement effected in tax collection and later on in this memorandum the measures taken to increase the resources of the people will be described. Details will be given of the generous assistance provided by the Colonial Development Fund for this purpose, but it is necessary to note the increased financial resources of Basutoland which have enabled the country to bear a large share of the cost of reorganization and development.

A table of expenditure for the past five years is given. Special comment is not necessary here but the Schedule will be useful for reference when details of development and reorganization are described later in this memorandum.

Schedule of Expenditure, 1933–34 to 1937–38.

Head of Expenditure.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*	*1937–38**
	£	£	£	£	£
Resident Commissioner ...	13,163	13,018	13,603	13,918	15,457
District Administration ...	16,157	16,874	17,318	18,453	21,501
Police	33,386	34,188	33,604	32,801	—
Police and Prisons	—	—	—	—	44,602
Posts and Telegraphs	10,949	10,599	11,990	12,397	13,601
Administration of Justice* ...	13,923	13,676	13,250	13,691	—
Judicial and Legal	—	—	—	—	2,702
Public Works Department ...	5,308	5,476	5,621	5,374	5,129
Public Works Recurrent ...	20,644	25,493	28,338	21,483	24,392
Public Works Extraordinary ...	1,031	6,426	5,119	10,487	18,550
Medical	25,712	26,605	29,314	29,614	30,078
Education	39,352	53,358	57,860	62,055	68,814
Lerotholi Technical School ...	5,515	6,504	6,205	5,948	7,120

*Including Prisons.

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Schedule of Expenditure, 1933–34 to 1937–38—contd.

Head of Expenditure.	*1933–34.*	*1934–35.*	*1935–36.*	*1936–37.*	*1937–38.*
Agricultural and Veterinary Department :—					
(1) Agricultural Division ...	7,351	12,944	9,495	7,089	9,388
(2) Veterinary Division ...	12,598	8,665	12,295	18,330	19,364
Allowances to Chiefs, etc. ...	11,145	9,413	11,207	12,993	13,617
Basutoland Council	735	1,697	1,715	1,719	1,755
Leper Settlement	19,670	19,138	18,200	17,933	17,484
Pensions	14,562	13,962	16,862	15,349	15,186
Miscellaneous	40,911	15,399	6,476	6,114	8,144
Census	—	—	196	3,464	855
Totals	£292,112	293,435	298,668	309,212	337,739

(ii) **Administration.**

The Commission found an Administrative Establishment comprising seven Assistant Commissioners, one Deputy Assistant Commissioner, ten Police Officers and ten European Clerks. The recognised line of promotion was from Clerk to Police Officer and from Police Officer to Assistant Commissioner and, as the Commission pointed out, this system was not in the best interests of the Service. Officers performing purely clerical duties almost entirely of a routine nature were promoted to be senior Police Officers without any of the training required for that work, and their subsequent experience as Police Officers was not a suitable training for Administrative appointments.

The reorganization of the Administrative and Police services on separate lines was accomplished on the 1st of January, 1937. At the same time the staff of the Government Secretary, a Chief Clerk and two Clerks, was replaced by a First Assistant Secretary and two Assistant Secretaries, these posts being filled by officers seconded from the District Administration.

The establishment for the District Administration was fixed at eight District Commissioners and fifteen Assistant District Commissioners and Cadets. To attract suitable entrants and to provide reasonable prospects of advancement the salary scale of District Commissioners was raised to £700 × £30—£900 and that for Assistant District Commissioners and Cadets on probation was fixed at £340 for two years, then £360 × £20—£500 × £25—£600 with an efficiency bar at £500. Leave passages to and from the United Kingdom are now provided for District Officers and their wives and, with due allowance for climatic conditions, these scales are comparable with those in force in East Africa. The vacancies in the cadre of Assistant District Commissioners were filled by the promotion of those serving officers who were suitable for inclusion in the Administrative Service and by new appointments by the Secretary of State from officers selected for the Unified Colonial Administrative

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Service. Arrangements have since been made for all newly appointed Cadets to take the usual course of training at Oxford or Cambridge.

Two of the Assistant District Commissioners included in the establishment of fifteen are for employment out of Basutoland, one as Private Secretary to the High Commissioner and the other in charge of the Johannesburg Agency.

The reorganization of the Police as a completely self-contained department, providing a satisfactory career for suitable officers, followed generally the lines recommended by Sir Alan Pim. It was considered desirable, however, that the junior officers should be regarded as being of commissioned rank, the Native ranks continuing to provide the non-commissioned officers of the force. To conform with the nomenclature in force in most Colonial dependencies the titles of Inspector and Sub-Inspector were changed to Superintendent and Assistant Superintendent. Control of the Prisons was transferred from the District Commissioners to the new Department the District Commissioners being appointed as Visiting Justices. The Head of the Department was styled Commissioner of Police and Prisons. The European establishment and salary scales were fixed as follows:—

Commissioner of Police and Prisons	£750
Four Superintendents	£400—£20—£600
Eight Assistant Superintendents	£240—£10—£360
One Head Gaoler	£300—£15—£360
Two Gaolers	£240—£15—£300

The system of accounting in the Stores Department has been simplified, and increasing supplies of local produce are purchased for fodder and rations, preference being given to such locally produced crops. Purchases by officials of supplies from the Government store have been discontinued except in the case of fodder, petrol and oil for officers in receipt of horse or motor transport allowances, and it was found possible to reduce the Stores Imprest by £5,000 in 1938-9. The increased work thrown upon the Stores Department by the Anti-erosion Works and the general development schemes undertaken since 1935 has been done with the same staff as in 1933-4. This has been possible by the reorganization described above.

Sir Alan Pim referred to the Government Agency at Johannesburg as an excellent feature and recorded that regarded merely as a revenue collecting Agency it had fully justified its existence but that its general welfare activities were of even greater importance. It was then still treated as being in the experimental stage but in January, 1936, it was established on permanent lines as an Agency for the three High Commission Territories. The staff was then an Assistant District Commissioner and a Clerk with eight Native tax collectors, but with

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the demands made upon the Agency by the increasing mining activity on the Rand it has been necessary to increase the staff of Administrative Officers to three, Bechuanaland and Swaziland each providing one. The cost of the Agency is shared between the three Administrations in the following proportion:—

Basutoland	75 per cent.
Bechuanaland	15 ,,
Swaziland	10 ,,

The annual collections of Basutoland tax and education levy through the Agency for the past five years were as follows:—

	£	s.	d.
1933–34	32,556	7	0
1934–35	38,066	12	0
1935–36	39,833	0	0
1936–37	40,954	12	0
1937–38	45,977	18	0

Perhaps the greatest service rendered by the Agency is in keeping the mine workers in touch with their homes and in tracing missing relatives, but working in close association with the Union Native Affairs Department and with the Chamber of Mines much has been done to improve the conditions under which natives from the territories are employed, and to adjust differences between the natives and their employers as they arise. Up to the end of 1938 the Agency dealt with no less than 5,269 applications for assistance, return of relatives, repatriations and similar matters, most of which were brought to a successful conclusion.

Possibly the most important change which has taken place has been in the relations of Government and the Native Administration of Basutoland. Sir Alan Pim found that " The Government and the Native organization still work practically independently of each other, and no attempt has been made to combine them into a real system of government or to make such modifications in the Native system as would render it capable of dealing with the changing condition of modern times and with the effects of the introduction of a money economy and of contact with European institutions. . . . In some ways the dual institutions seem to have become even more aloof from one another of recent years."

Earlier in his report Sir Alan Pim said: " When the Territory was first taken over in 1868 and afterwards resumed in 1884 . . . . . the British Government was practically a border Administration and could not take any effective action in internal affairs. There was then and there is now no rule either direct or indirect by the British Government. The Nation is ruled by its Chiefs and the Government can merely proffer advice; this is not asked for nor welcomed when it is a question of how the rule should be administered, but is clamoured for when a

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difficult position arises. The Basuto receive protection without control and not only the Chiefs or the National Council, but the mass of the people consider their obligations are fulfilled by paying taxes. Apart from this they are obsessed by the idea of their complete independence, except those who have suffered under the oppression of their Chiefs."

The Native Courts were the subject of severe criticism and attention was drawn to delays, denial of justice and the lack of control or organization.

The Native Administration has for the past three and a half years been associated through the Paramount Chief and Chiefs with every development which has taken place. A feeling of trust and mutual confidence has been established and whenever necessary strong concerted action has been taken by the Paramount Chief and the Government to prevent abuses and oppression and to ensure justice. In the words of the Paramount Chief " The Resident Commissioner and the Paramount Chief are now one—there are not two Governments but one Government ". This has been an important factor in the measures which have been undertaken for the rehabilitation of the country. Instead of meeting with suspicion and obstruction the anti-erosion, livestock improvement and similar schemes have been welcomed and supported by the Basuto and their success has been assured.

The final stage was reached at the end of 1938 when a Native Administration Proclamation and a Native Courts Proclamation on the lines of similar legislation in Nigeria, Tanganyika and Northern Rhodesia were enacted with the full agreement of the Paramount Chief and his advisers. The Paramount Chief took the greatest interest in the drafting of these proclamations and made many valuable suggestions which were adopted in the text.

(iii) Administration of Justice.

As mentioned by Sir Alan Pim the High Court of the Territory was the Court of the Resident Commissioner. It is not necessary to comment upon the undesirability of the executive head of the Administration combining his duties with those of a Judge, but sufficient to note that this arrangement came to an end on the 31st December, 1938, when a separate High Court was established for each of the three High Commission Territories. Proclamations constituting the Courts of Administrative Officers as Courts subordinate to the High Court and defining their jurisdiction and procedure, were enacted at the same time. District Commissioners and Assistant District Commissioners in charge of districts or sub-districts are appointed to hold Subordinate Courts of the first class, Assistant District Commissioners to hold Subordinate Courts of the second class, and Cadets to hold Subordinate Courts of the third class.

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The enactment of the Native Courts Proclamation has been recorded in a previous paragraph. It provides for the establishment of Native Courts by Government, with appropriate jurisdiction in civil and criminal matters, their supervision and control by Administrative Officers, for the review of cases and the hearing of appeals.

(iv) Medical and Public Health.

After reviewing the earlier medical work and organization in Basutoland and paying a tribute to the competence and devotion to duty of the medical staff Sir Alan Pim summarized the primary medical need of Basutoland as " the wider extension of medical and public health services." " This," he said, " would include the construction of new hospitals and improvement of some of the existing hospitals, the construction and maintenance of out-dispensaries and the training of the staff required for them, the commencement of a real attack on venereal disease, the extension of maternity and child welfare work, and, in the lowlands at any rate a small public health organization directed more especially to the protection and improvement of village water supplies and to general health propaganda including such matters as precautions against typhus."

One of the first steps towards the fulfilment of this not inconsiderable programme was the appointment in 1936 of an additional Medical Officer who was posted to Maseru to relieve the Principal Medical Officer of much of the clinical work he had previously undertaken and so give him time for administration and organization.

The improvement in the financial position of Basutoland allowed an early start to be made in increasing the accommodation for Natives in the Government Hospitals, and in pursuance of a five years' plan the following additions have been made or provided for:—

(a) *Qacha's Nek Hospital* (1936-7).—The accommodation for Native patients has been increased from 12 to 32 beds, including the construction of two isolation wards of two beds each. A new operating theatre, laundry, sanitation and electric light were provided. The enlargement and rebuilding of this hospital were carried out at a cost of £2,151.

(b) *Mokhotlong Cottage Hospital* (1936-7).—As a temporary measure to provide sorely-needed accommodation for Native patients at this isolated outstation in the eastern mountains certain existing buildings were converted and equipped to provide eight beds including two in a new hut for isolation purposes. The District Surgeon (a Mosuto),

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who was then in receipt of a retaining fee from Government, was appointed to be a full-time Medical Officer. The cost of converting the buildings and equipping the cottage hospital was £400. The estimates for the current year (1938-9) provide for new wards to increase the accommodation to 20 beds at an extra cost of £1,000.

(c) *Mafeteng Hospital* (1937-8).—New wards have been constructed to increase the accommodation for Native patients from 22 to 42 beds. Wide verandas have been provided for convalescents which will hold eight additional beds in an emergency. The cost of enlarging this hospital was £1,870.

(d) *Maseru Hospital Maternity Block* (1937-8).—This extension of the Maseru Hospital contains 16 beds, a labour ward and the usual offices. It was erected at a cost of £1,250 from a grant made by the Johannesburg Chamber of Mines.

(e) *Quthing Hospital* (1938).—This hospital has been rebuilt and enlarged to accommodate 26 beds instead of 12, including two isolation wards of two beds each. A new operating theatre, laundry and improved sanitation have been provided. Total cost £1,460.

(f) *Leribe Hospital* (1939-40).—Provision has been made in the draft estimates to increase the number of beds from 26 to 46. The new wards will have wide verandas which, as in the case of the Mafeteng Hospital, will hold eight additional beds in an emergency. The cost of enlarging this hospital is estimated at £1,700.

(g) *Teyateyaneng Hospital*.—This new hospital will be commenced in 1939. It will contain 24 beds for Native patients only and will cost £5,100 spread over two years.

As a result of re-arrangements and adjustments of existing accommodation and the extensions and alterations which have taken place the number of beds available for Native patients has been increased from 140 in 1935 to 240 at the present time. When the extensions to the Mokhotlong and Leribe Hospitals are completed and the Teyateyaneng Hospital is opened 296 beds will have been provided for Natives in Government Hospitals.

A new factor is introduced by the interest of Missions in medical work. In the last two years three Mission hospitals have been opened:—

(a) *Roma Mission Hospital* (1937).—Erected at the headquarters of the Roman Catholic Mission and providing 28 beds.

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(b) *The Scott Hospital, Morija Mission* (1938).—Built and equipped by the benefaction of a local resident at the headquarters of the Paris Evangelical Mission to provide 26 beds.

(c) *The Paray Mission Hospital* (1938).—Built by the Roman Catholic Mission at 'Ntaote's village in the centre of the mountain area. This hospital provides 16 beds and is subsidised by the Basutoland Government to the extent of £200 per annum.

These three Mission hospitals have provided an additional 70 beds, making a total of 310 beds for Native patients; one for every 1,900 of the population as compared with one for every 4,000 at the time of the Commission's report.

In 1936 a dispensary was opened at Morija staffed by a Native dispenser and visited weekly by the Medical Officer, Maseru. It was discontinued in June, 1938, when the Scott Hospital was opened and is being moved to Matsieng, the headquarters of the Paramount Chief, as soon as a suitable building can be provided.

Four trained Native nurses were appointed in 1937 and 1938. Three are stationed at the Maseru, Qacha's Nek and Mokhotlong Hospitals and one at the Leper Settlement. Ten probationer Native nurses are in training at the Maseru Hospital. Five of these have completed two years' training in general nursing and five one year's training. In their third and fourth years they will be trained in Midwifery and Child Welfare and will then be available for employment in Government Hospitals or village work. Accommodation for these probationers was provided at a cost of £750 from a grant from the Johannesburg Chamber of Mines. Consideration is now being given to the training of male subordinate medical staff to assist in the further development of out-dispensaries.

As stated above a Maternity Hospital and Child Welfare Clinic was erected and equipped at the Maseru Hospital. It was opened in April 1938 and by the 31st of December, 169 in-patients were treated. Of these there were 82 deliveries, the remaining cases being complications of pregnancy or labour. The Sister in Charge conducts a weekly ante-natal and post-natal clinic with an average attendance of 35 patients. African women are notoriously conservative in matters of this kind, therefore the institution may be said to have made an exceptionally good start. Now that the initial apprehension has diminished, attendances and admissions will increase rapidly.

The number of admissions of in-patients at Government Hospitals increased from 3,117 in 1934 to 4,434 in 1938. Out-patient attendances increased during the same period from

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64,352 to 101,187. Operations have increased from 1,728 (411 major) in 1934 to 2,593 (907 major) in 1938. 6,048 injections for syphilis were given at Government Dispensaries in 1938.

Shelters for out-patients coming from a distance for treatment have been erected at the Qacha's Nek, Leribe, Mafeteng and Maseru Hospitals. These rest-houses, which consist of five rooms each and cost approximately £250 each to build, are a great convenience to natives who would otherwise either have to travel long distances daily or hire accommodation in nearby villages. It is proposed to provide similar shelters at the other Government Hospitals in the near future.

A real attack on venereal disease has been launched, assisted by wide propaganda including the distribution of pamphlets in Sesuto. Treatment is given free of charge at all Government stations and the Mission hospitals are supplied with drugs, etc., for similar free treatment. Treatment by injection is rapidly becoming popular among the people and at Maseru alone 1,500 injections were administered in 1938.

The incidence of Typhus Fever has been reduced from 1,491 cases reported in 1934 to two isolated outbreaks involving 11 people in 1938. Deverminising plant and bathing accommodation have been maintained at all Government stations and are extensively used by natives. In addition a portable plant has been devised and used most successfully in dealing with outbreaks in outlying areas.

In 1935 owing to a dense invasion of the lowlands by rats and other rodents a European officer trained in anti-plague measures was appointed with a Native staff. Not only was there the threat of plague but the rodents were destroying the ripening crops of the natives. An extensive campaign was carried out by the combined efforts of the Administration, the Medical and Agricultural Departments, and the Chiefs and people. A heavily infested area 150 miles long and from six to ten miles wide was practically cleared of rodents and an outbreak of plague (16 cases) which actually occurred in a village in the Mafeteng district in 1936 was promptly arrested. Since then to keep down the rodents in the fields and villages a regular distribution is made of poisoned wheat to be placed in the rat holes. Many thousands of bags of grain are now saved yearly from destruction, and no further cases of human plague have occurred.

In 1937-8 steps were first taken to safeguard village water supplies by preventing surface pollution and seepage. The method employed is to construct a small cement chamber over and around the " eye " of the spring and to lead the water by an iron pipe to a cement or concrete container from which a pure supply of water for drinking and domestic

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purposes can be drawn. The average cost for each spring works out at about £2 and over 200 village water supplies have already been protected. This work is greatly appreciated by the villagers and is regarded as one of the most important public health measures yet instituted in Basutoland. Five hundred pounds per annum will be voted regularly until the work is completed.

Owing to an epidemic of smallpox in the Union of South Africa it was considered necessary to vaccinate the people of Basutoland. It was estimated that at least 200,000 had not been previously vaccinated and many others had probably lost immunity. From April to December, 1938, 376,000 persons have been vaccinated or re-vaccinated at a cost of £1,840.

Improvements in the sanitation of most of the Government stations have been effected, including the installation of a water-borne sewage scheme at the Maseru Hospital (which cost £1,406). The menace from house-flies at Maseru has been considerably reduced by the construction of " Baber " Fly Traps at suitable centres.

While the general nutrition of the Basuto has improved very appreciably the fact that cases of pellagra and scurvy were increasing was brought to notice. The evidence was that though the diet of the people was not deficient in quantity it was lacking in proteins and vitamins. Government has made and is making strenuous efforts to persuade the Basuto to alter an almost entirely maize diet to a more varied one. It was realised that Africans are conservative in matters of diet and propaganda through pamphlets, the press and the schools has been employed successfully.

The measures taken to increase the production of vegetables and fruit and to improve meat and milk supplies are described below under the headings " Agriculture " and " Live Stock and Animal Husbandry."

Recurrent expenditure on Medical and Sanitary services increased from £25,712 in 1933-4 to £30,078 in 1937-8. The revised Estimate for 1938-9 is £36,088 and the draft Estimates for 1939-40 provide for £34,138.

(v) **Leper Settlement.**

For a variety of reasons but principally because of the attitude of the Basuto and South Africa generally to lepers and leprosy it was not possible to carry out the recommendation of the Commission that most of the patients suffering from the neural type of leprosy should be discharged from the Botsabelo Settlement and that no new patients suffering from this type of the disease should be admitted. Recently, for

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some unaccountable reason, a considerable number of neural cases at the Settlement have become cutaneous and therefore highly infectious. Had these cases been under village or domiciliary segregation they would have been foci of acute infection.

Surveys in accordance with the recommendations contained in the report of the Commission have been made in the highlands of the Qacha's Nek and Quthing districts and in the lowlands in the Mafeteng district, and indicate that there are few cases of long-standing leprosy in the country. Most of the cases brought to light by the surveys were of the early neural type and of less than twelve months duration. The incidence revealed by the surveys is two per mille in the highlands and ·2 per mille in the lowlands.

To increase the efficiency of the inspectorate system two more Native Leper Inspectors have been appointed, making a total of eight. The post of one European Staff Nurse at the Settlement has been abolished and another European Nurse who is retiring is being replaced by two trained African Nurses.

Expenditure on leprosy and the Leper Settlement has been reduced from £19,760 to £17,484 in 1937-38.

(vi) Native Education.

As pointed out by Sir Alan Pim in paragraph 181 of his report the main problem of Basutoland Native Education was one of finance. The position has steadily improved since that time and the deficit of £4,021 in the Education Fund's reserve balance has been converted to a surplus of £34,066 on the 31st of March, 1938.

Education Fund: *Revenue and Expenditure,* 1933-34 *to* 1937-38.

Year.	*Revenue (25 per cent. of Native Tax plus a levy of 3s. per taxpayer).*	*Expenditure.*	*Accumulated Balance.*
	£	£	£
1933–34 ...	34,163	45,758	Dr. 4,021
1934–35 ...	47,110	40,062	Cr. 3,048
1935–36 ...	51,493	40,533	14,008
1936–37 ...	56,172	47,088	23,092
1937–38 ...	62,424	51,450	34,066

With the expansion of the revenue of the Education Fund consequent upon the improvement in tax collections (the Fund is financed by a contribution of one quarter of the Native Tax plus a special Education Levy of 3s. per taxpayer) the preparation of the Estimates for 1937-38 was a convenient time to consider the education policy of the country. A remarkable measure of success had been achieved in regard to elementary education

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and 70 per cent. of the children of school-going age were actually attending school. For any higher education, however, children were compelled to go outside Basutoland, to Fort Hare or to High Schools in the Cape or Natal at considerable expense to their parents. At this time, too, the South African Native College at Fort Hare, for which bursaries were available from the Basutoland Education Fund, came to a decision not to admit any students who had not matriculated. The significance of this was that Basuto students who wanted to go beyond the Junior Certificate to Matriculation and to higher education levels could not do so in their own country except by private study which was generally impossible. An important storey in the educational structure was entirely lacking or as a member of the Basutoland Council put it "We had a building without a roof". It was recalled that when the proposal for the Education Levy was before the Basutoland Council a promise was given that "Ultimately the Government will start, as soon as funds permit, an Institution of its own for vocational training".

The necessity for a high school which could take students up to matriculation was obvious and it was felt that such a school would also fill a very urgent need by providing a place where the sons of Chiefs could receive suitable education in their own country side by side with their own people and avoiding the danger that they might grow up out of touch and out of sympathy with Basutoland and the Basuto.

The proposal received the support of the High Commissioner, was endorsed by the Advisory Committee on Education in the Colonies and approved by the Secretary of State. The High School which is being built and equipped at an initial capital cost of £10,200 will open early in 1939 with a full roll of students.

Two new Government Intermediate Schools have been built at a cost of £4,150 at Leribe and Mohale's Hoek bringing the number of these institutions from three to five. The Maseru Intermediate School has been considerably enlarged in buildings and staff, and additional teachers' quarters have been erected at three schools.

The grants in aid to Missions for elementary education and training institutions have been increased from £38,482 in 1934-35 to £48,710 in 1938-39 and the 10 per cent. cut in teachers' salaries was restored by the Missions in 1936. The number of teachers with higher qualifications employed by Missions is increasing and the total number of schools has increased from 849 in 1934 to 873 in 1938. During the same period Mission Intermediate Schools increased in number from 37 to 45. Grants in aid have been made to selected schools belonging to Missionary Societies not hitherto assisted where such schools are doing sound educational work and do not overlap with other aided schools.

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The total enrolment of pupils has increased from 74,353 in 1934 to 82,808 in 1938. The average attendance has increased from 49,861 in 1934 to 61,424 in 1938 or from 66 per cent. to 75 per cent. Enrolments in Standard Six have almost doubled in the period, and the results in the Education Department's Standard Six examination have shown a steadily rising percentage of passes.

The number of post-Junior Certificate bursaries has been considerably increased. In 1934 one was awarded annually, now eight are available every year, six tenable for two years on the result of the Junior Certificate examination and two tenable for three years on the result of the Senior Certificate examination. The number available on the result of the Standard Six examination has been doubled from six to twelve annually and a new annual bursary to one of the Agricultural Schools in the Union has been established by the generosity of a Maseru firm of merchants.

Expenditure on direction and inspection is met from general revenue and is not charged against the Education Fund. The staff of the Department has been increased by the appointment of a third European Inspector, a fifth Native Supervisor and a permanent Native Clerk. Regulations regarding the constitution and functions of school committees have been promulgated and committees of parents have been formed in certain areas for Mission schools on the lines of the Government Intermediate Schools Committees. The Board of Advice on Education has been strengthened by the inclusion of the Government Secretary and the Director of Agriculture.

Much has been done by the Department of Education to secure better adapted education. The Elementary Vernacular Syllabus has been completely revised and the Intermediate Syllabus is in process of revision to bring them both in line with the principles laid down in the Colonial Office Memorandum on the Education of African Communities. To meet the distinctive needs of girl pupils in the intermediate standards a special housecraft intermediate course has been introduced. The department has defined and standardised a course for the training of girls as Kindergarten teachers and in 1939 five centres will be giving this training. A new two-year course for Elementary Vernacular Teachers (men) has been devised and established having a strong emphasis on the equipment of these teachers for community service and influence. The practical and manual side of the training given to students at the Teachers' Training Institutions has been adapted to meet local needs.

Regulations for Boarding Establishments connected with schools have been drawn up and brought into force with the willing co-operation of the Missions concerned.

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The various series of Sesuto Readers in use are being completely rewritten on up to date lines. A quarterly Magazine for teachers has been issued by the Department and is proving very useful.

There is a steady increase in the number of school gardens and the Education Department is co-operating with the Medical and Agricultural Departments in their efforts to improve and vary the diet of the Basuto by the greater use of milk, vegetables and fruit.

The enlarged activities and carefully planned innovations described above are contributing to the wider spread of sound education and making the educational system more effective for real progress throughout the Territory.

The Lerotholi Technical School was dealt with under a separate heading in the report of the Commission as it was not then under the Education Department. It has now been brought under the control of the Director of Education who was Director of the Lerotholi Technical School from 1931 to 1935, and the Principal of the School works under his guidance and supervision. This administrative change has strengthened the work of the School and enlarged its influence. A special evening class for apprentices in their last year has been started, designed to help them in such matters as costing, quoting prices, managing a business, dealing with employers or customers and keeping accounts. An increasing number of craftsmen trained in the School have been setting up their own businesses in Basutoland.

The Agricultural Course of the School has been improved under the advice of the Director of Agriculture and two out of the three winners of the new Annual Agricultural Bursary previously referred to have been boys from the School.

The Lerotholi Technical School is financed from the general revenues of the Territory and not from the Native Education Fund. Expenditure has increased from £5,515 in 1933-4 to £7,120 in 1937-8 but the net cost to Government has only increased by £100 as the revenue from the work turned out by the School has risen from £2,935 to £4,440 in the same period. The enrolment of apprentices is at its maximum and a good many applicants have to be refused.

(vii) Soil Conservation.

Soil erosion was no new phenomenon in the lowlands of Basutoland, but it had assumed threatening proportions at the time of the Commission's visit. The main cause was the rapid run-off of storm-waters from the lower slopes of the hills, and from roads and paths, resulting in the loss of thousands of tons of good soil by surface wash from the hill-sides and fields and causing deep " dongas " or gullies which menaced ten per cent. of the arable land. Even worse than the actual loss of soil was

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the effect on the surrounding arable and grass areas by the drying out of all moisture from the soil and sub-soil by seepage into the dongas, most of which were from ten to fifteen feet deep, some as deep as twenty feet and others forty to fifty feet deep.

The Commission regarded the removal of the threat of erosion as the first essential preliminary condition to the development of the economic resources of the country, and recommended the financing of an extensive scheme for dealing with erosion in the lowlands. An application for funds met with favourable consideration by the Colonial Development Advisory Committee and a loan of £160,233 was granted from the Colonial Development Fund and became available on the 1st of October, 1936.

Meanwhile, active steps were being taken to prepare the way and to educate Native opinion to accept the anti-erosion scheme which would involve the disturbance of agricultural routine by the cutting of contour banks through cultivated fields and pasture and an alteration in the method of cultivation so that all the ploughing is done on the countour, parallel to the contour banks. A strong lead was given by the Paramount Chief who requested that anti-erosion work and any other development scheme should be started at his own headquarters as an example to his people. Demonstration work was started on a small scale in 1935 at Matsieng (the Paramount Chief's headquarters) and on the Government reserve at Maseru. Large-scale works commenced early in 1937 after the necessary staff had been engaged and provision made for their housing and the requisite tools and equipment purchased. The conservation works consist of contour banks of earth, stone and wire weirs, earth dams and other incidental works according to local requirements. The contour banks are about fifteen inches in height above the original ground level and twelve feet wide at the base, with shallow furrows on their lower and upper sides, three feet and two feet wide respectively. As the name implies, they are built along the contour and their function is to catch and hold the water running down from above, thus checking its speed and therefore its eroding influence and causing a large proportion of it to be absorbed into the land. The banks are constructed on a slight grade (usually 1 in 300 in the most suitable) so that the water collecting in the furrows above them flows slowly to a gap in the bank or to one end where it is made to overflow, if possible into an existing stream bed or on to a rocky place where its eroding effect will be negligible. The vertical drop between the contour banks is varied to suit different conditions of soil, type of catchment and slope and also varies between cultivated land and pasture. It ranges from 4½ feet to as much as 17½ feet.

When surplus water cannot be discharged into a stream or on to rocks the overflow is led on to pasture lands where the grass offers the best protection to the soil. Should the over-flow be

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taken by a donga, and no rocky place be available for the water to run over, a " grass inlet " is made to prevent the spreading of the gulley. This consists of a turfed grass slope from 1 in 3 to 1 in 7 in grade down which the water flows into the main channel.

Stone and wire weirs are occasionally used to divert some of the flood water in dongas and turn it on to adjacent pasture, or other land which is thus materially benefited. Excess flood water which passes the weir is held up lower down in the gully by contour banks and small earth dams.

Earth dams are constructed as an integral part of the contour system in certain areas at the junction of watercourses and are a very important factor in slowing up and retaining surface waters.

Other incidental works include the strengthening of dam banks and contour banks by planting with grass, aloes or, where the banks run through cultivated land, lucerne and fruit trees. They also include the planting of trees to hasten the silting up of dongas and to protect badly eroded watershed areas, and the fencing of plantations and dam banks to protect them from damage from stock.

Up to the end of 1938 a total of 27,556 acres had been terrace-banked, and the land below these terrace-banked areas was also reclaimed. The total length of terrace bank (contour banks) constructed is 2,937,577 yards. Forty-nine dams have been constructed and 171,958 fruit and forest trees have been planted.

The results of these works are already spectacular and greatly appreciated by the Basuto. Persuasion and argument are no longer necessary. The sight of once bare slopes now carrying a luxuriant growth of grass, old dongas silting up and grassing over and new ones checked in their infancy, springs flowing with increased strength and dams everywhere for thirsty cattle, have convinced the most sceptical.

A large scale rotational or deferred grazing experiment was commenced at Maseru in 1935 and the indications are that a three piece system for village grazing areas will give good results. More stock can be carried on the same area and the pastures rehabilitated.

Most of the stock in Basutoland was and is depastured in the mountain areas and although soil erosion was not present to the same alarming extent as in the lowlands, the encroachment of bitter Karroo bush following the drought years of 1932 and 1933 was becoming a source of anxiety. Field erosion was also occurring to some extent on the cultivated slopes and along the course of the rough bridle paths. The Commission advocated the appointment of an ecologist to study the position in the

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highlands at an estimated cost of £3,000 and subsequently a grant of £3,070 was made from the Colonial Development Fund to cover the cost of an Ecological Survey. The principal objects of the survey were (*a*) to ascertain the best system of pasture management and livestock distribution in order to preserve the pastures in the interests of the livestock and to prevent erosion and (*b*) to work out a practical system for application to the cultivated fields on the mountain slopes to prevent their destruction by erosion.

The survey was completed in 1937 and the report published in 1938. The first set of accurate, simple and well-designed pasture and grazing experiments recommended by the Survey to ascertain the stock-carrying capacity of the mountain area and the best method for checking the encroachment of the Karroo bush have been laid down. A simple form of rotational grazing and pasture management was advocated for village areas and for the larger " cattle-post " areas. Recommendations for cultivation in the mountain valleys and slopes included the best type of crops (peas, wheat, etc.) to provide cover for the soil, the introduction of the " strip " method of cultivation and correct ploughing of the land along the contours instead of up and down the slopes. Action has been taken with a view to gradually introducing the measures recommended and the construction of a system of properly graded and drained bridle-paths is now being undertaken by the Public Works Department. Particular attention is being paid to drainage so as to prevent erosion from taking place.

(viii) **Agriculture.**

A long-range agricultural scheme was prepared with the principal objects of (*a*) the improvement and maintenance of the health of the people by the use of more vegetables, fruit and animal products and (*b*) bringing about an improvement in crop production and so increasing the purchasing power of the people to enable them to secure more than the bare necessities of life. The last object could only be attained by the selection and exploitation of those branches of farming which are well suited to Basutoland and likely to give the best monetary returns to the producer over a period of years.

The first part of this programme, the provision of a more varied diet, is being partly carried out by the establishment of terraced vegetable and fruit gardens by the villagers. During 1935 a number of demonstration gardens were established, each terraced as a direct anti-erosion measure and provided with a small dam or other water supply and a manure-pit where compost can be made. These small, well-worked gardens produce an abundance of vegetables and fruit to replace or supplement the

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standard crops of maize or millet as articles of food and, from the first, were very popular. In 1936-7 the number of gardens had increased to 837 and by the end of 1938 to 3,000. This number includes only those gardens which are properly terraced and provided with watering facilities and compost pits. Annual competitions are held for the best gardens and arouse great interest. It is hoped in a few years to increase the number of standard gardens to 20,000 when they will have become established as part of the normal agricultural practice of the Basuto. The scheme has been financed throughout from Basutoland Revenue.

Crop improvement in the long range scheme included the adoption of better cultural methods, the fertilizing or manuring of crops, the use of better seed and the production of reliable seed in Basutoland, and lastly a greater variety of crops for reasons of human health, soil fertility, and the prevention of erosion.

To find the most suitable crop varieties for Basutoland an experimental station was started in 1935 at Maseru. Seed multiplication plots were started at seven of the Government stations in 1937 for the further testing of selected varieties under field conditions and for the multiplication of seeds and plants required for promoting crop improvement or for use in connection with the anti-erosion works. The results secured at the Maseru station, particularly with regard to strong wheats, early maturing Kaffir Corn (sorghum), grasses and trees, have been of very great value to the Territory. The money for this work has been provided from general revenue.

Native crop production figures indicate that the amount of land brought under cultivation is steadily increasing and that the production per acre is improving but it is too early to say definitely whether the increase per acre is permanent or due to seasonal variation. A clearer picture will be available in a few years and in considering the statistics of production given below it must be remembered that 1937 was an exceptionally good season, 1936 and 1938 were about equal to one another in rainfall and distribution of rain, and were below the average.

Statistics of Agricultural Production, 1934-8.

(*in bags of 200 lb.*)

Crop.	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
Maize	405,974	513,663	491,114	1,135,983	873,750
Sorghum	202,987	194,498	184,179	297,117	197,812
Wheat	152,240	259,331	245,572	383,645	257,812
Peas, Beans and other Crops ...	50,746	64,833	61,393	148,558	109,218
Total—Bags ...	811,947	1,032,325	982,258	1,965,303	1,438,592

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The Native Agricultural Associations which increased from 59 in 1935 to 101 in 1938 are a great aid to organised crop and garden crop cultivation. During 1938, 746 lectures and demonstrations were given by members of the Agricultural staff and the total attendances were 26,000. Forty-one tons of superphosphate were used by natives as a fertiliser in addition to kraal manure, ash and compost.

The statistical return given above clearly shows the increase in crops other than the standard crops. The largest increase has been in the production of peas. Peas and wheat are crops of relatively high food and cash value, and are specially good anti-erosion crops owing to the cover provided for the soil during the rains. The production of these crops is therefore encouraged in every way.

For the first time in the history of the country, field crop competitions were held in 1938. Two hundred and forty-two fields were entered for the competitions and the crops and seeds produced were excellent. Tillage and cultivation were generally good throughout. Good entries were also obtained for the various agricultural shows held throughout the country in 1938.

Produce markets have been established in five centres since the end of 1936 and are well patronised. The produce brought in finds a ready sale to natives and, to a lesser extent, Europeans.

(ix) **Live Stock and Animal Husbandry.**

With the same main objects in view and linked up with the main policy of agricultural improvement it was desired to improve the cattle of the country for beef, draught and milking purposes, to restore the horse-breeding industry and to breed mules for transport purposes, and to improve the class of sheep, the quality and marketing of wool.

Assistance for the live-stock improvement scheme was provided from the Colonial Development Fund to the extent of a grant of £640 for the fencing of bull-camps. A sum of £2,390 was offered, to include the purchase of stud bulls and horses, but the improvement of the financial position made it possible for the Basutoland Government to meet these expenses from ordinary revenue. The object of the bull-camps was to provide enclosed areas to which native cows could be brought for service by the imported Government stud bulls. The fencing of the bull-camps was completed in 1937 and in the same year, but late in the breeding season, 21 Afrikander and four Sussex stud bulls were purchased by Government and placed at stud in the camps. Although the season was far advanced 438 cows were served. Early in 1938 a further 38

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Afrikander and six Sussex bulls were purchased to supplement the work of the bull-camps and were placed at stud on loan to cattle owning natives. Steps were taken to prevent the importation of undesirable breeding stock and, during 1937 and 1938, 4,309 undesirable bulls were emasculated by the Agricultural and Veterinary staff and many more were castrated by the natives themselves.

Anthrax has been almost eradicated as a result of universal inoculation in 1936 and 1937, and inoculations are now confined to the few areas which remain infected.

The cattle census figures show that in spite of good years, with no epidemics, good calving seasons and good grazing and the fact that imports are almost double the exports, the cattle population is not increasing rapidly. This indicates that the people are consuming more meat to the advantage of their health and is an important contribution to the over-stocking and erosion problem.

Cattle Census Returns.

Year.	*No. of Cattle.*
1935	352,331
1936	414,872
1937	418,921
1938	434,990

As a result of the drought and depression years from 1932 to 1934 the country is considerably under-stocked at present, and the time is therefore favourable to improving the quality of the flocks and herds during the building-up period. An indirect result of this improvement in cattle and sheep is that stock owners are assured of the same return from a smaller number of high class animals as from a large number of inferior stock, and the denudation caused by trampling and over-grazing is avoided.

Stock theft was such a menace to the stock owner at the time of the Commission's visit that it was considered by Sir Alan Pim to be the second immediately urgent problem standing in the way of economic development. The serious character of the position left no room for doubt, and the stock-owners were desperate.

Energetic measures have been undertaken during the past three years and, as a result, this form of crime has become rare. The large organizations of stock thieves and receivers have been broken up and dispersed. The attitude of the villagers towards stock thieves has undergone a change and they are no longer terrorized and dominated by them. This was achieved by the action of the Chiefs themselves headed by the Paramount Chief, and by strong and frequent patrols consisting of police and Chiefs' representatives who periodically traverse even

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the most isolated parts of the mountain area and keep a close check on the movements of the thieves, most of whom are now known to the authorities. The villagers are no longer afraid to give evidence against the thieves, because of the protection afforded by the patrols in their midst, and the stamping out of the nests of criminals which flourished on this crime. The co-operation between the Chiefs and the police has perhaps been the chief factor in checking stock theft, but the change in public opinion towards the thieves has had a marked effect. Stock thieves now bring certain trouble to their villages and are not popular heroes, with meat to give away, as in the past.

During the year 1936 an enquiry was made by the Department into the origin and history of the Basuto pony. The causes of the decline of the once famous Basuto pony were apparent, and with the knowledge gained a horse improvement scheme was launched in 1937.

A number of well-bred stallions of various types were introduced and placed at stud at all the horse breeding centres of the country and steps were taken to emasculate weedy and otherwise undesirable stallions. Small fees are charged to the owners of mares sent to stud but the horse-breeders maintaining the Government stallions are allowed free service. Registers are kept of the progeny of these stallions and the best of them will be retained in the country as breeding stock.

All funds for this purpose have been provided from ordinary revenue and the scheme includes the provision of Catalonian Donkey Jacks for mule breeding. In 1937, 19 horse stallions (2 Arabs, 1 Percheron and 16 thoroughbreds) and 5 Catalonian Donkey Jacks were introduced into Basutoland. During 1938 13 thoroughbred stallions and 13 Catalonian Donkey Jacks were purchased. Two stallions previously imported stand at stud at the central stud stables at Maseru. The 50 sires imported in 1937 and 1938 are standing to stud, as described in the preceding paragraph, with leading breeders throughout the country and in 1939 it will be possible to give the first breeding results. The sires are being very well cared for by their custodians and there is no doubt that in the course of time the Basuto pony will recover its former fame.

The Veterinary Department, at the request of native owners, castrated 626 equines in 1937 and 2,120 in 1938.

The census figures show a steady increase in equines:—

Year.	*Horses.*	*Asses.*	*Mules.*
1935	75,701	18,911	986
1936	84,650	22,361	1,275
1937	85,017	22,766	1,068
1938	87,788	25,314	1,076

It is proposed to restrict the number of asses to 30,000 owing to the manner in which they destroy pasture and so assist

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erosion. If their numbers increased too greatly it would mean the displacement of more valuable stock in the shape of horses, mules and cattle.

The number of sheep and goats decreased from 3,834,522 in 1931 to 2,000,120 in 1934. The decrease continued and the census figures showed 1,717,826 in 1935, and 1,674,964 in 1936. The rate of decrease was arrested in 1936, and 1937 showed a small increase to 1,695,325. The figures for sheep only are:—

Year.	*Number of Sheep.*
1931	2,828,700
1934	1,469,199
1935	1,285,596
1936	1,264,349
1937	1,283,394
1938	1,470,361

The fifty per cent. decrease from 1931 to 1934 could be accounted for by deaths during the drought years of 1932 and 1933 and by reductions by flock owners owing to the small price of wool, but the subsequent decrease was found to be due to intestinal parasites. Compulsory dosing was introduced on the 1st of April, 1936, and in that year the tide was turned and the rate of decrease was arrested. In 1937 for the first time for six years there was an increase.

There is no doubt that the introduction of this compulsory monthly dosing scheme has saved the sheep industry from extinction. In 1938, 11,518,613 doses were administered and the ravages of internal parasites have been overcome.

The country has been free from scab for some years and with the elimination of internal parasites the way is clear for the improvement of the merino sheep and wool industry. In 1935 there were approximately 19,000 half-bred or " bastard " rams in the Territory which were destroying its most valuable industry, namely, Merino Wool. These rams were emasculated and their progeny dealt with in the same manner, with the result that in 1936 only 20 " bastard " rams were discovered. From 1935 onwards a number of high class Merino rams have been imported annually and resold to native flock owners at cost price. The total number so imported to the end of 1938 was 1,748. The lambs from these rams are a vast improvement on the original stock, and the scheme will be continued until all the sheep in Basutoland are high class Merino stock. This trading scheme is being financed by Basutoland's share of the wool-levy instituted by the Union Government and collected at the coastal ports.

During 1935 and 1936 many wool classing experiments and demonstrations were carried out to test the attitude of the natives

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and the trading community towards a project to class wool in a suitable manner to meet the requirements of the world's markets. The results were encouraging and a grant of £2,800 was provided from the Colonial Development Fund for wool classing sheds and equipment. Eight sheds were erected in suitable centres in 1937 and eight sets of portable equipment were secured for demonstrations at outlying villages. Additional sums were provided from Basutoland revenue to augment the number of portable sheds and to pay for the additional native staff required annually for training as wool classers.

In 1937 the wool from 49,629 sheep shorn at the sheds and portable outfits was classed. The total weight of wool handled was 250,645 lbs. As the shearing season extends roughly from October to March, 1938 figures are not yet available (February, 1939).

The results achieved in this new undertaking by a limited staff are far beyond expectation and the sorted wool earns a premium of from ½d. per lb. to the advantage of the sheep-owners.

When the quality of Basutoland wool has been stabilised by the elimination of hairy sheep and the general adoption of wool sorting and classing the recommendation in paragraph 281 of the Commission's report that a sample of 200 bales should be sent annually direct to London and Bradford to stimulate demand for Basutoland wool will be carried out by Government. It is felt that a year or two's delay will be to the advantage of the wool industry.

To supplement the milk supplies of villages, particularly when the cattle are grazing in the mountain areas, Government is encouraging the breeding of Milch goats. The Swiss type has been selected as the most suitable, and a stud is now being purchased.

Another innovation is the introduction of public auction sales of cattle and other livestock with a view to giving the native producer the best prices for his products. Permanent sale pens have been erected in 1938 from general revenue and the first organised sales will be held early in 1939.

It will be seen from the foregoing that the two main requirements to improve and vary the diet of the Basuto and to improve their spending power and standard of living have been steadily kept in sight in the execution of the long range agricultural and animal husbandry plan laid down in 1935 and that a considerable measure of success has been achieved. The full results will not be seen for some years but there is no doubt that the resources of the people have been greatly improved on the lines recommended by Sir Alan Pim (quoted on page 5 of this memorandum) and that they will continue to improve.

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(x) Public Works.

The recommendations of the Commission were necessarily limited by the financial position of the Territory which was then in a critical condition.

The roads were described as being " on the whole of a fairly good South African standard " although " even the main and secondary roads were still very deficient in bridges and permanent river crossings ". Since 1935 the roads have been adequately maintained and improvements have been made to many of the secondary roads which run towards the interior of the country. Government has also opened a new section of about 13 miles of mountain motor road from White Hill to Sekake's in the Qacha's Nek district. Since 1935 the policy has been more and more to reduce the difference between the standard of main and " feeder " roads by improving the latter. As a result the 22 miles of mountain road to Sehlabathebe is now open to motor transport in all reasonable weather conditions. An appreciable improvement to the feeder roads on the western side of the country has also taken place. The average expenditure on maintenance of roads during the past three years has been £13,000.

The old system whereby all expenditure on roads and bridges was loosely charged to " Maintenance " was discontinued in 1935. It was found impossible to check maintenance costs if the cost of such construction works as cement drifts and low level bridges were included. Such improvements are now provided for in the Estimates under the Schedules of Extraordinary Expenditure.

Two border bridges at Caledon Poort and Makhaleng have been completed and opened for traffic. The work was carried out by the Union Government's Public Works Department at a cost of £19,000 of which Basutoland paid one half.

Ten reinforced concrete low-level bridges and causeways have been constructed since 1936 on the Basutoland road system. Six major donga crossings have been built and many smaller ones have been permanently strengthened.

Road-side erosion first received the attention of the Public Works Department in 1933 but since 1935 the majority of the road-side dongas have been stopped or reclaimed. In areas where contour work has not yet been done as part of the general anti-erosion scheme the dongas are dammed and the road drains are carried across the dongas to the non-eroded ground beyond. All such work is done in the closest association with the anti-soil erosion officers.

Sir Alan Pim's recommendation that regular allotments should be made to District Officers to enable them to maintain the more

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difficult sections of the existing bridle paths was put into effect in 1936 when £1,000 was allocated for this purpose. Since then annual grants of £1,000 were made and a great improvement effected, particularly in the Qacha's Nek district and sub-district.

But it was obvious that the most urgent need of Basutoland transport was the construction of an adequate system of bridle paths or pack trails to connect the mountain areas with existing roads. The mountain areas comprise three-quarters of the whole territory and the almost total absence of any reasonable means of communication to or within these areas was a grave and serious handicap to any form of administration or development. In the greater part of the year it was almost impossible to evacuate any produce, and revenue suffered accordingly. The state of the existing trails and the suffering of the pack animals using them was vividly described in the report of the Commission.

So, in 1937 an officer of the Public Works Department carried out a comprehensive reconnaissance survey of the main bridle paths of the territory. He estimated that an expenditure of £15,500 would be required to construct 1,670 miles of properly graded paths over a period of approximately three years. The necessary funds were provided from Basutoland revenue and construction commenced early in January, 1938. Very good progress has been made in this work which is considered by many to be the most important development work yet undertaken in Basutoland. The worst passes have already been surmounted at a grade of 8° or 1 in 7 and the nightmare struggles of pack animals over boulder strewn mountains are already a thing of the past.

The reorganization of the Administrative and Police services as separate units required the building of additional office accommodation in several Government stations. There were also insistent demands for more adequate post office accommodation in many parts of the country. At Qacha's Nek a modern Post Office building was provided at a cost of £1,000. A large office for the Native staff forms part of this building and a rearrangement of the accommodation at the central Government Office has resulted in the Administrative, Police and Post Office staffs being suitably housed.

At Teyateyaneng it is proposed to construct separate offices for the Police, thereby providing increased accommodation for the Post Office.

At Maseru many new public buildings have been constructed, chiefly for the Medical and Agricultural Departments. These are described in detail later in this section.

At Mohale's Hoek a new Police Office has been provided for in the 1939-40 Estimates.

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New Government Offices are being built at the Mokhotlong sub-station.

Since 1935 it has been necessary to provide increased office and housing accommodation for the Agricultural Department in consequence of its expansion and of the extra staff required for the anti-erosion works. These include a new office building in Maseru costing £575, a Veterinary Clinic, Stud Stables and Government Pack-horse Stables at Maseru costing £1,200. These were a charge against Basutoland revenue. In addition accommodation has been provided for the anti-erosion staff at a cost of £9,100 from the grant for Anti-erosion work. Two new houses were built and five houses were purchased which required considerable additions and repairs.

In addition the following quarters have been constructed or are under construction for European officials: Quarters for the Assistant District Commissioner at the mountain sub-station of Mokhotlong; quarters for the Assistant Superintendent of Police, Butha Buthe; a new house for the Postmaster at Butha Buthe; three new quarters for Government officials at Maseru and two new quarters, one at Mafeteng and the other at Qacha's Nek. Two houses have been purchased, one at Maseru and the other at Mohale's Hoek.

On the subject of the housing of Native staff the Commission's report (page 132) stated " the Native quarters at Mokhotlong are very bad, those at Mafeteng inadequate and there are none at Mohale's Hoek." It had been represented to the Commission that " more accommodation should be provided generally " and the Commission reported that " it is undoubtedly true that the standards of accommodation of 30 years ago no longer satisfy the Native officials with their generally higher standard of living ". Sir Alan Pim realised that with the exception of Mokhotlong, which was urgent, nothing could be done until the arrival of better times.

A considerable building programme of Native staff quarters has been carried on in the past four years. At Mokhotlong 14 two-roomed Native quarters and two three-roomed quarters have been built. At Mohale's Hoek eight cottages each containing two living rooms and a kitchen have been provided. At Qacha's Nek six two-roomed cottages and a larger house for the police sergeant have been constructed, and at Teyateyaneng four three-roomed cottages are being built. A total sum of £3,000 has been expended on the housing of Native staff and it is intended to continue with this work by the allocation of substantial sums annually.

The conditions at the Border Police Posts in the mountainous districts of Qacha's Nek and Quthing (not visited by the Commission) were very bad. Accommodation for the men and stabling for their horses were quite inadequate. Considerable

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improvements including new stables have been made and the detachments at these isolated posts have now adequate accommodation. New buildings for two border police posts in the lowlands consisting of quarters, offices and stables were constructed in 1937 at a cost of £500.

In addition to the above, two comfortable cottages for senior Native officials at Leribe have been purchased and a group of cottages and rondavels at Quthing were purchased in 1938 for the Native staff.

Most of the work carried out for the Medical Department has already been described in another section of this memorandum but it is summarized below to complete the Public Works picture.

The Qacha's Nek Hospital was practically rebuilt in 1936 when the ward accommodation was doubled, a modern operation theatre provided, together with an isolation block, laundry, store rooms and an electric light installation. Cost £2,151.

The Native ward accommodation at the Mafeteng Hospital was doubled in 1937-8 and roomy verandahs for convalescent patients were added at an inclusive cost of £1,870.

The Quthing Hospital has been enlarged, ward accommodation doubled and a new operating theatre, isolation wards and laundry provided. Cost £1,460.

A Cottage Hospital was provided at Mokhotlong three years ago by converting existing buildings. A more comprehensive scheme is being carried out in 1938-9 at a cost of £1,000.

A Maternity Hospital has been constructed in the grounds of the Maseru General Hospital at a cost of £1,250.

During 1939 the accommodation of the Leribe Hospital will be doubled and a start made with the construction of a new hospital at Teyateyaneng.

Dispensary shelters consisting each of five or six rooms have been built at Qacha's Nek, Mafeteng, Leribe and Maseru at a cost of £1,000.

Huts for the temporary accommodation of lepers have been constructed near the hospitals at Leribe, Quthing, Mokhotlong and Maseru.

Quarters for Native Nurses have been provided at Maseru (for probationers) and at Qacha's Nek and Leribe.

The Maseru Hospital has had a water-borne sewage system installed at a cost of £1,050. A system for the Mafeteng Hospital costing £450 is being constructed.

Each year a number of Baber fly-traps are being erected at police stables and other centres in Maseru. The expenditure to date is approximately £250.

An important scheme was launched in 1937 to enclose and protect village springs from contamination throughout the Territory.

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As stated elsewhere in this memorandum when discussing progress with regard to Education, extensive building operations for a High School were put in hand early in 1938. The buildings approaching completion include the main school building; the boys' boarding-house with three large dormitories, dining-room, kitchen, sick-room, etc.; the Headmaster's house, the Assistant Master's house and two Native teachers' houses. The cost of these buildings including all equipment and an electric light installation is £10,500.

During the present year it is proposed to add a library, museum, a European house for the Matron and two more Native teachers' houses.

New Government Intermediate Schools and Native teachers' houses were built at Leribe in 1936 and at Mohale's Hoek in 1938 at a cost of £2,000 and £2,200 respectively.

The Maseru Intermediate School was enlarged in 1937 at a cost of about £800. Additional houses for Native teachers are being built at the Leribe, Matsieng and Mohale's Hoek Intermediate Schools.

Various other small buildings have been erected from time to time such as accommodation for witnesses attending the Subordinate Courts, cottages for visiting Chiefs, store-rooms, Dutch barns, etc., etc.

A rest-house for Europeans on the Sani Pass will shortly be completed. This is the first of such buildings in the mountain areas but it is expected that in years to come other rest-houses will be found necessary for travelling officials.

As a part of the bridle path construction scheme provision is being made for shelters for travelling natives at stages along the main paths.

The recommendation of the Commission that the water supplies at Quthing and Mafeteng should be improved has been carried into effect. In addition during the past four years the water supplies at several other stations have been enlarged to meet the demands due to the rapid expansion of the Government's social and educational services. The record is as follows: Water boring, erection of pumping plant, etc., at Quthing, cost £960: Erection of pumping plant, rising main and new reservoir at Mafeteng, cost £970: New borehole and pumping plant at Butha Buthe, cost £235: New reservoir, water meters etc. at Leribe, cost £700: A modern deep well pump at the Leper Settlement costing £230. Provision has been made for the installation of water meters at Mafeteng and Quthing but the work has been delayed through the lack of staff.

Large proposals to augment the water supplies of Maseru at an estimated cost of between £9,000 and £10,000 are now being put in hand.

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(xi) Geological Survey.

Towards the end of 1938 a Geologist seconded from Tanganyika Territory commenced a Geological Survey of the country. The work is expected to take at least a year to accomplish and the cost is £1,560. Although the indications are that there are no vast deposits of mineral wealth in Basutoland it is hoped that workable seams of coal may be found which would replace cattle manure as fuel and so benefit the fields. In any case it is desirable to ascertain as accurately as possible the mineral resources of the country if only to set at rest the vague stories which have circulated in the past of large treasures locked up in the mountains of Basutoland. The survey is being carried out with the full agreement of that enlightened native ruler, the Paramount Chief of Basutoland, who has done a very great deal to assist in the progress made since 1935.

APPENDIX II.

Publications relating to Basutoland.

" The Basutos " by Sir Godfrey Lagden, K.C.M.G., 2 vols.—Hutchinson.

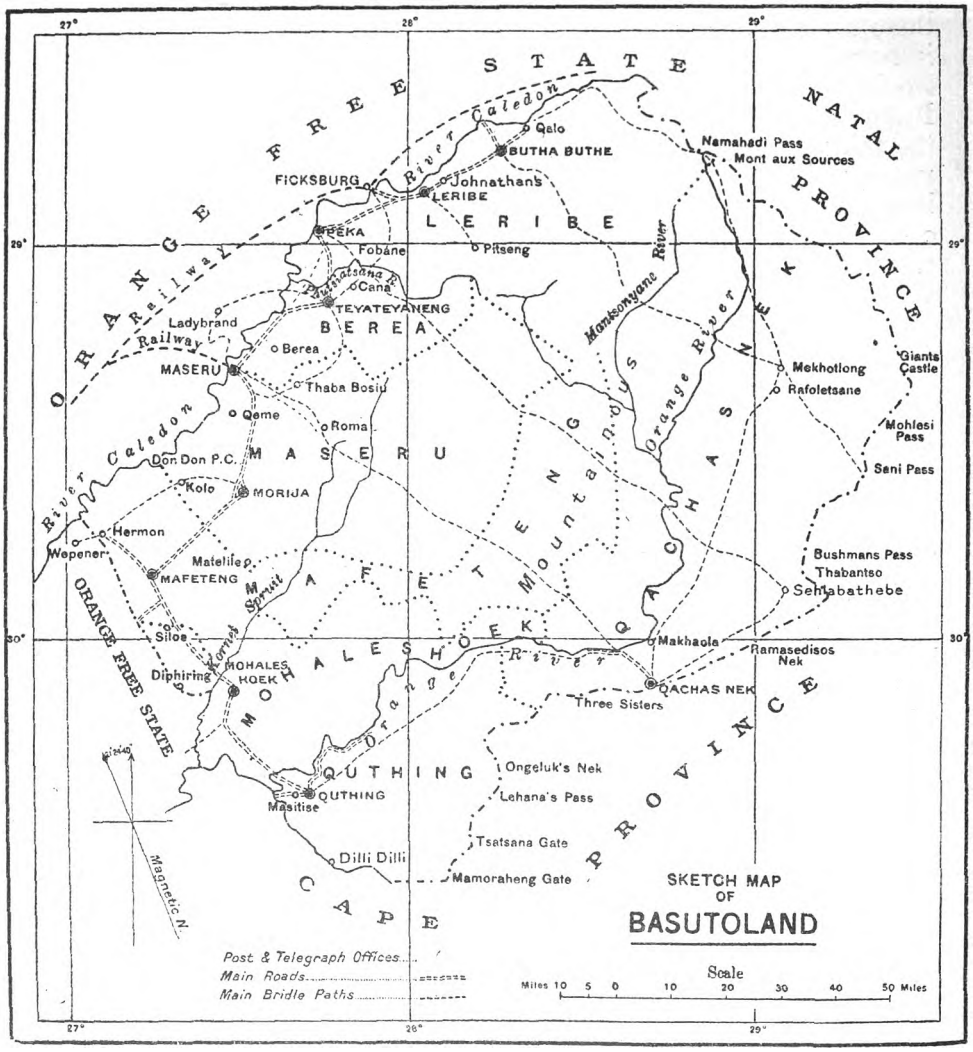
" History of the Basuto " by D. F. Ellenberger and J. C. Macgregor.

" The Basuto of Basutoland " by E. A. T. Dutton—Jonathan Cape.

Report on the Financial and Economic Position of Basutoland (Cmd. 4907)—His Majesty's Stationery Office . . ..

An Ecological Survey of the Mountain Area of Basutoland, 1938. (Crown Agents for Colonies).

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NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT

Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

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Report by Major G. St. J. Orde Browne, O.B.E.
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Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

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Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

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Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

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Report of the Colonial Development Advisory Committee for the period 1st April, 1938, to 31st March, 1939 [Cmd. 6062] 9d. (10d.)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF NYASALAND FOR THE YEAR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Nyasaland Protectorate consists of a strip of land some 520 miles in length and varying from 50 to 100 miles in width, bounded on the east by Lake Nyasa, on the south by Portuguese East Africa, on the west by North-Eastern Rhodesia and on the north by the Tanganyika Territory. It lies approximately between 9° 45′ and 17° 16′ south latitude and 33° and 36° east longitude and is roughly 37,000 square miles in area, or nearly three-quarters the area of England. Its most southerly portion is approximately 130 miles from the sea.

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The Protectorate consists of two distinct natural divisions: first, the western shore of Lake Nyasa, with the high tablelands separating the lake from the basin of the Luangwa river in Northern Rhodesia; and secondly, the region which includes the Shire Highlands, Mlanje mountain, and a small portion of the south-eastern coast of Lake Nyasa, and which is bounded on the west by the watershed between the Zambezi and Shire rivers, and on the east by Lakes Chiuta and Chilwa and by the Ruo river, a tributary of the Shire.

Lake Nyasa, the third largest lake in Africa, is a deep trough 360 miles in length and from 10 to 55 miles wide, lying at a height of 1,555 ft. above sea-level. Its greatest depth is 386 fathoms. It is subject to sudden and violent storms which occur principally during the period from April to October.

The only river of any importance is the Shire, which flows out of the south end of the lake and runs for 250 miles in a general southerly direction to its confluence with the Zambezi. During the rains, steamers are able to navigate on the lower part of the Shire, between the Zambezi and Chikwawa.

The chief towns in the Protectorate are Zomba, the seat of the Government; Blantyre, the commercial capital, which has about 250 European inhabitants; and Limbe.

Climate.

The climate of Nyasaland is not markedly dissimilar from that of the East African dependencies. A strong contrast exists between the comparatively equable and healthy climate of the highlands, where at an altitude of 3,000 feet or more extreme heat is unknown, and conditions in the Shire valley, where temperatures rising to 115° Fahrenheit are recorded in October and November. The climate of the Lake littoral is again distinct; for the proximity of the Lake and the comparatively heavy rainfall combine to promote a degree of humidity which, though the temperature seldom rises above 95° Fahrenheit, is particularly trying to Europeans.

The monsoon begins to blow strongly in September, and the first rains may be expected at any time after the middle of October: and from their beginning until the end of December it is usual to experience violent thunder and rain storms, interspersed with varying periods of considerable heat. After December the thunderstorms diminish in frequency and intensity and are replaced by steady rain, January, February and March being the wettest months of the year. From May to September the weather is cooler, the climate of the highlands especially being quite cold at night; while throughout the country the air is comparatively dry.

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History.

Little is known of the history, prior to 1850 or so, of the region now called Nyasaland. It is said that the first European to visit Nyasaland was one Jasper Bocarro, a Portuguese who travelled early in the 17th century from the Zambezi to the confluence of the Ruo and Shire rivers, and thence *via* the Shire Highlands and the Lujenda river to the coast at Mikindani.

The modern history of Nyasaland begins with the advent of Dr. Livingstone, who, after experiencing considerable difficulty in ascending the River Shire, discovered Lakes Chilwa and Pamalombe, and on the 16th of September, 1859, reached the southern shore of Lake Nyasa. Livingstone was closely followed by a Mission under Bishop Mackenzie, sent out by the Universities of Oxford and Cambridge. The Mission settled in the Shier Highlands; but on account of the loss of many of its members by sickness and other causes. it withdrew in 1862. It was re-established in 1881 on Lake Nyasa, with headquarters on the island of Likoma, where it still remains.

In 1875 the Livingstonia Mission, named in honour of the great explorer and founded by the Free Church of Scotland in the previous year, sent out its first party to Nyasaland. They were joined in 1876 by the pioneers of the Church of Scotland Mission, who chose the site of the present town of Blantyre and established themselves in the Shire Highlands, while the Free Church applied itself to the evangelization of the inhabitants of the shores of Lake Nyasa.

The Missions were followed by the African Lakes Corporation; and in 1883 Captain Foote, R.N., was appointed first British Consul, resident at Blantyre, for the territories north of the Zambezi.

It was not long before trouble arose with the Arab slave traders who had settled at the north end of Lake Nyasa. At the time of Livingstone's first visit he had found the Arabs established in a few places on what is now the Portuguese shore of the Lake, and at Kota Kota on the western side. Arab caravans, trading with the tribes in and beyond the valley of the Luangwa, were in the habit of crossing the Lake on their way to and from the sea coast. The opposition of the newcomers to the slave trade carried on by coastal Arabs and natives alike resulted in a conflict both with the Arab traders who had settled at the north end of Lake Nyasa under Mlozi and also with the Yao Chiefs under their influence.

In the summer of 1889, Mr. Johnston (afterwards Sir H. H. Johnston, G.C.M.G., K.C.B.), arrived at Mozambique as His Britannic Majesty's Consul and proceeded to travel in the interior to enquire into the trouble with the Arabs.

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After treaties had been concluded with the remaining Makololo Chiefs and with the Yaos around Blantyre, Mr. Johnston proceeded up Lake Nyasa, leaving in charge Mr. John Buchanan, Acting Consul. This officer, after receiving news of a conflict between a well-armed Portuguese expedition commanded by Major Serpa Pinto and Mlauri, a powerful Makololo Chief on the Lower Shire, proclaimed a British Protectorate over the Shire province on the 21st of September, 1889.

In 1891, an Anglo-Portuguese Convention ratified the work of Mr. Johnston, Mr. Sharpe (later Sir Alfred Sharpe, K.C.M.G., C.B.), and other pioneers of British Central Africa; and in the following spring a British Protectorate was proclaimed over the countries adjoining Lake Nyasa. The Protectorate of Nyasaland, under the administration of a Commissioner, was confined to the regions adjoining the Shire and Lake Nyasa, the remainder of the territory under British influence north of the Zambesi being placed, subject to certain conditions, under the British South Africa Company.

On the 22nd of February, 1893, the name of the Protectorate was changed to " The British Central Africa Protectorate "; but the old name " Nyasaland Protectorate " was revived in October, 1907, by the Order in Council which amended the Constitution.

II.—GOVERNMENT.

The Central Government.

The Protectorate is administered by the Governor, assisted by an Executive Council composed of the Chief Secretary, the Treasurer and the Attorney-General *ex-officio* and, at present, the Senior Provincial Commissioner. The laws of the Protectorate are made by the Governor with the advice and consent of the Legislative Council constituted by the Nyasaland Order in Council, 1907. The Legislative Council consists of the Governor, five official members including the three *ex-officio* members of the Executive Council, and five unofficial members. The unofficial members, who are nominated by the Governor without regard to any specific representation, are selected as being those most likely to be of assistance to him in the discharge of his responsibilities, and hold office for a period of three years. In addition to indirect representation by at least one of the unofficial members, who for many years has been selected from one of the Missionary Societies, native interests are the direct concern of the Senior Provincial Commissioner, the Chief Secretary and the Governor himself.

Departments of Government.

The principal departments of Government whose headquarters are in Zomba are those dealing with Finance, Legal Affairs, Medical and Sanitary Services, Agriculture, Public Works,

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Education, Police, Prisons and Lunatic Asylum, Geological Survey, Veterinary Services, Forests, Mechanical Transport and Posts and Telegraphs. The High Court and the Lands Office, which latter includes the offices of Surveys and Mines, are in Blantyre; and the headquarters of the Customs Department is at Limbe.

Provincial Administration.

For administrative purposes the Protectorate is divided into two provinces, each in charge of a Provincial Commissioner who is responsible to the Governor for the administration of his province. The provinces are divided into districts in charge of District Commissioners, who are responsible to the Provincial Commissioner. The provinces of the Protectorate are as follows:—

Province.	*Districts.*	*Land area. Square miles.*	*Population.*	*Head-quarters.*
Southern	Lower Shire, Chikwawa, Central Shire, Cholo, Mlanje, Blantyre, Chiradzulu, Zomba, Upper Shire, South Nyasa.	12,114	791,111	Blantyre
Northern	Ncheu, Dedza, Fort Manning, Lilongwe, Dowa, Kota Kota, Kasungu, Mzimba, West Nyasa, North Nyasa.	25,260	831,815	Lilongwe

In 1933 a system of indirect rule or, to give it the proper title, native local self-government, was introduced. The hereditary chiefs, with their customary councillors and advisers, have been recognized as Native Authorities and, while they are of course concerned primarily with purely native affairs and are subject to close supervision by the Administrative staff, are given an increasing share of the general administrative and judicial work of their areas.

The Report* of the Commission appointed to enquire into the financial position and further development of Nyasaland was published in October, 1938, and its recommendations have been receiving the consideration of the Government.

The Royal Commission appointed to enquire into the desirability and feasibility of closer co-operation or association between Southern Rhodesia, Northern Rhodesia and Nyasaland, visited the Protectorate from the 17th June to the 7th July.

* Col. No. 152.

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Evidence was taken from Government officials and from representatives of the European, Asiatic and Native communities, and the Commission visited a number of estates, native villages, and missions. Its report† was presented to Parliament on the 21st March, 1939.

III.—POPULATION.

Nyasaland has a population of 1,894 Europeans, 1,631 Asiatics, and 1,635,804 natives, divided between the two Provinces in the following proportions:—

	Europeans.		*Asiatics.*		*Natives.*	
	Males.	*Females.*	*Males.*	*Females.*	*Males.*	*Females.*
Northern Province	279	184	222	42	370,237	420,557
Southern Province	847	584	1,077	294	388,475	456,535

The following table records the births and deaths of Europeans and Asiatics during the past three years:—

	1936.		*1937.*		*1938.*	
	Births.	*Deaths.*	*Births.*	*Deaths.*	*Births.*	*Deaths.*
Europeans ...	35	18	29	18	34	13
Asiatics ...	71	18	83	19	93	14

Although Europeans are resident in every district of the Protectorate, 76 per cent. of the European population is contained in the following five districts:—

Blantyre	681
Zomba	251
Cholo	184
Mlanje	170
Lilongwe	162

The native population is also very unevenly distributed. For instance, in the Southern Province the number of persons to the square mile varies from 557 on fertile land near the townships to 13·9 in the more arid areas of the Shire Valley.

Marriages.—Eleven marriages were registered under the British Central Africa Marriage Ordinance No. 3 of 1902, as against 15 in the preceding year.

Under the Native Marriage (Christian Rites) Registration Ordinance, 1923, 3,416 marriages were celebrated, compared with 3,803 in the preceding year.

IV.—HEALTH.

The European medical staff consists of a Director of Medical Services, two Senior Medical Officers, a Pathologist, a Medical Entomologist and 14 Medical Officers; while the nursing personnel comprises a Matron and 11 Nursing Sisters.

† Cmd. 5949.

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In addition there are 10 Asiatic Sub-Assistant Surgeons, 16 African Hospital Assistants, 104 male African Dressers and 35 female African Nurses.

Two European Health Inspectors, 19 African Inspectors and 36 Vaccinators or Rural Sanitary Inspectors are employed solely on sanitary duties.

One Senior Medical Officer was seconded during the later part of the year to the Nutrition Survey organized by the Colonial Office.

The care of the small and scattered European population occupies the full time of two Medical Officers, half the time of two other Medical Officers, and part of that of the remaining Medical Officers. At present, only two European Nursing Sisters are engaged in native work; the remainder are employed at the European Hospitals. The degree of attention which can be given to Africans is limited accordingly.

Government has only recently made a beginning with the training of African subordinate staff in medical work. The majority of dressers, sanitary inspectors, vaccinators and rural inspectors so far employed have only an elementary knowledge of preventive or curative medicine. The tuition of African hospital assistants is in the hands of the Scots Mission at Blantyre, where shortage of medical staff precludes any attempt at an ambitious standard of training.

The Health Inspectors are attached to the townships of Zomba and Blantyre and are wholly employed in superintending the sanitary routine in these towns.

The European Community.

The majority of Europeans live in the southern highlands or in the Angoni highlands in the Northern Province. These areas are comparatively healthy, and the members of the European community, who are usually well housed and who normally take proper precautions against disease, generally remain in good health. Malaria does occur; but thanks to the almost universal practice of taking quinine as a prophylactic, complications are usually rare.

The Government maintains hospitals for Europeans at Blantyre and Zomba. In addition, there is a small European hospital at Malamulo near Cholo, provided by the Seventh-Day Adventist Mission; while a cottage hospital, supported by funds received from voluntary subscription, is in course of erection in Lilongwe.

Admissions to the two Government hospitals numbered 232, of which 25 were for confinements, 10 for amoebic dysentery, 17 for appendicitis and 49 for malaria. European out-patients are seen and treated at all district hospitals.

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The Asiatic Community.

This community is scattered throughout the territory, is mainly engaged in native trade and, as a rule, lives under conditions not conducive to the maintenance of robust health. Many of the Asiatic trading stores are in rural areas, and the storekeepers are the paid employees of firms with headquarters in the larger towns. The salaries paid to this class of employee are small; the houses which they occupy are usually inadequate and insanitary.

The main hospital for Asiatics is at Blantyre, and is provided by the Scots Mission under subsidy from the Government. Asiatics can also obtain treatment at most of the Government African hospitals, but advantage of this facility is seldom taken, except at Zomba.

The African Community.

The Medical Department has not yet been able to make contact with the native population in the full measure which is necessary to gain the confidence of these people.

The Government maintains 15 hospitals for Africans; one of these has 140 beds, 6 have 50 beds and 8 have 30 beds. In addition, 94 dispensaries are provided, 3 of which have some accommodation for in-patients. The hospitals are well constructed buildings and are provided with equipment for giving effective treatment; but the majority are staffed with sub-assistant surgeons and hospital assistants, and have only a limited number of African subordinate staff. The dispensaries are staffed with dressers competent to deal only with very minor ailments.

The total number of admissions to the Government hospitals during the year was 11,383, an average of only 17 patients per bed provided. As the majority of patients admitted suffer from minor complaints, and are thus seldom detained for long periods, hospital beds are frequently vacant.

The rural dispensaries during the year attended to 332,015 cases, 105,580 being male and 126,435 being female. The average number of daily attendances at each dispensary was under 10.

Progress in gaining the confidence of the native cannot be expected until the Government finds it possible first, to provide Medical Officers for all districts, and to make sure that the treatment given at hospitals is of a high standard; secondly, to provide, at all the large native hospital units, European Nursing Sisters to assist the Medical Officer in developing antenatal and child welfare clinics throughout the district; thirdly, to undertake the medical training of African subordinate staff who will be able to assist in the care of patients in the hospitals,

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and to administer the dispensary units with sufficient skill, thereby gaining and retaining the confidence of the rural population; and fourthly, to provide funds for the regular inspection of dispensary units by Medical Officers and Nursing Sisters, and for the touring of native areas by these officers.

While the general standard of African housing in the Protectorate remains very low, it is increasingly evident from the number of better quality houses now being built that the rural native is anxious to improve his present housing conditions.

The water supplies in many areas have been improved by the provision of bore-holes and wells. Many villages, however, still depend for their supplies on shallow water-holes liable to serious pollution.

A large percentage of the population is affected with the ankylostome and bilharzia worms, and defective nutrition plays a not unimportant part in their state of health.

Venereal Diseases.

Such evidence as is available indicates that venereal disease is spreading; and as the rural dispensaries are not competent to deal with such disease, it is probable that only a small percentage of the cases which occur come to the knowledge of the Medical Department. The Public Health Ordinance includes clauses providing for the compulsory treatment of venereal disease; but they are of little practical value, for on the one hand the penalties can seldom be enforced; and on the other a large majority of the reported cases are those who have voluntarily submitted to treatment. There is evidence that the natives have their own treatments for venereal disease, but it is feared that these remedial measures are inefficient. A certain number of cases are treated in the hospitals, and the number of applications for treatment has increased during the year.

Special venereal disease clinics have been inaugurated, and most of the hospitals have one special ward for the accommodation of venereal cases.

Maternity and Child Welfare.

There is only one Government ante-natal and child welfare centre for Africans. This is maintained at Zomba, and during the year 246 mothers brought their children to the centre, each attending on the average six times. The number of pregnant women confined in the hospital was 72. This institution has now functioned for four years, and attendence has shown a steady increase.

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There is considerable scope for this work, and it is hoped that before long it will be possible to arrange for active ante-natal and child welfare centres not only at district hospitals, but also in connection with each one of the rural dispensaries. This, however, cannot be attempted without an increased European nursing staff and a larger number of trained African midwives.

The work of training African midwives has begun; it is undertaken by the Scots Mission at Blantyre, and by the Dutch Reformed Church Mission at Mlanda. The numbers in training, however, are still small.

Child welfare work is undertaken by various missions, and the Government subsidises that done by the Scots Mission at Blantyre and Livingstonia. A similar subsidy is to be given in 1939 to the Dutch Reformed Church Mission at Mlanda.

At the Jeanes School the wives of teachers and community workers are given some tuition in both maternity and child welfare.

Leprosy.

The leprosy settlements are under the charge of missions, which are subsidised by the Government, payment being graduated to the number of cases treated. There are to-day 11 recognised leper centres. A total of 691 lepers received treatment during the year: this figure does not, of course, represent the total number of lepers in the country.

Mission Medical Work.

Medical work is undertaken at many of the mission centres; at four of these qualified medical practitioners are available, while at many others there are trained nurses.

The most important of the mission medical activities are centred at Blantyre, where the Scots Church maintains a large hospital. No Government African hospital has been provided in this area, and the mission admits patients sent by Government Medical Officers. The unit is subsidised by Government to the extent of £600 per annum.

Lunacy.

There is one Central Lunatic Asylum in the Protectorate, and this is situated at Zomba. The Commissioner of Police is *ex officio* Chief Inspector of the Asylum. The European executive staff consists of one Superintendent and one Deputy Superintendent, and there is an African staff of both male and female attendants. The Medical Officer at the African Hospital is in medical charge.

In the Asylum there is accommodation for one European, one Asiatic and 84 African males. The African male section

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consists of 58 single rooms, one association ward for six patients, an observation yard containing nine single rooms, a hospital with 10 separate rooms and one reception room.

The female section is entirely separate and contains 20 single rooms.

A new and improved Mental Hospital is in course of erection.

During 1938 five African males and one African female were admitted. One European female was transferred to the Zomba European hospital. Three African males and one African female were released and placed in the care of their relatives.

Four African males died during the year, from cerebral syphilis, cardiac failure, miliary tuberculosis and pellagra respectively.

At the end of 1938 there remained in the Asylum 76 African males and 17 African females. The daily average population was 93·42.

The general health of the patients has been good. The daily average number in hospital was 3·74.

Religious services are held from time to time for the benefit of the Christian patients.

Patients are encouraged to work as gardeners, string makers and mat makers. The value of labour performed during the year, with that of the produce from gardens and plantations, amounted to £125 11s. 8d.

V.—SANITATION AND HOUSING.

In many areas conditions are still primitive: and the Government, which fully appreciates the need for improved sanitation and housing, is hampered in its efforts towards progress by lack of funds. Provision has, however, been made for the improvement of quarters occupied by Government African employees.

The housing and sanitary facilities provided for labourers on estates in European ownership are seldom of a high standard. There is evidence, however, that owing partly to difficulties in obtaining labour, and partly to a genuine desire for improved conditions, a change may be expected in the near future. Some employers have indeed already begun to provide better housing for their African employees.

Native villages are in many cases badly planned; and although, as has already been pointed out, some improvement in the villagers' houses has been seen, little real progress can be expected until such time as it is possible to train an African staff capable of suggesting and directing the measures necessary for improvement.

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NUTRITION.

A nutrition Survey of the natives of certain areas of the Protectorate was begun in August. The personnel of the survey party includes Officers seconded from the Medical and Agricultural Departments, a nutrition investigator engaged by the Government, and an Anthropologist lent by the African Institute. The Survey is being directed by an Officer appointed by the Medical Research Council.

While no report can be expected until the survey is completed, there is already evidence to show that the information gained will prove of great value to the Government in the direction of its future policy.

VI.—NATURAL RESOURCES.

Agriculture.

WEATHER CONDITIONS.

Weather conditions during the 1937-8 season were less satisfactory than those of the previous year, particularly in the Southern Province where the rainfall in January and March was excessive.

The rainfall figures for the season are given in the following table:—

Stations.	*Zone.*	*Total rainfall 1 Nov., 1937, to 30 April, 1938.* *Inches.*	*Normal for six wet months.* *Inches.*	*Total rainfall 1 May to 31 Oct., 1938.* *Inches.*	*Normal for six dry months.* *Inches.*
Port Herald ...	A	34·49	29·1	3·11	3·6
Port Herald Experimental Station.		31·29	28·8	8·39	3·2
Chikwawa		24·32	29·7	2·00	2·3
Cholo	B	49·98	48·8	7·67	8·1
Makwasa		37·15	46·8	5·08	4·4
Nsikisi		No record		—	—
Lipumulo		43·21	—	9·22	—
Mikundi		46·51	—	8·47	—
Upper Mboma ...		48·07	—	·76	—
Masambanjati ...		50·71	—	10·94	—
Mlanje	C	58·37	66·6	9·91	14·
Chitakali		67·89	65·6	15·88	12·1
Thornwood... ...		49·52	67·8	10·35	11·6
Ruo...		44·36	53·7	6·66	6·3
Glenorchy		46·61	56·2	9·75	10·1
Sayama		No record		—	—
Lujeri		72·15	76·3	13·07	14·3
Chisambo		70·34	—	14·66	—
Nalipiri	D	50·12	51·9	11·76	11·0
Blantyre	E	42·17	39·9	2·03	3·3

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Stations.	*Zone.*	*Total rainfall 1 Nov., 1937, to 30 April, 1938.* *Inches.*	*Normal for six wet months.* *Inches.*	*Total rainfall 1 May to 31 Oct., 1938.* *Inches.*	*Normal for six dry months.* *Inches.*
Limbe Catholic Mission.		43·11	—	4·82	—
Chingaluwe ...		40·68	42·8	5·37	3·3
Nyambadwe ...		36·63	39·0	1·62	2·9
Chiradzulu Boma ...		37·38	40·0	2·66	2·5
Nyungwe		37·48	—	·95	—
Michiru	F				
Namalanga... ...	G	29·19	29·9	2·08	1·0
Nasonia		38·72	36·9	7·16	1·9
Zomba Experimental Station.	H	63·47	46·8	2·35	4·6
Zomba Plateau ...		77·45	—	5·32	—
Likwenu		53·02	—	·31	—
Police Headquarters		61·65	41·9	2·29	1·8
Domasi		57·58	52·7	·56	—
Nankunda		66·78	—	3·00	—
Malosa		46·56	—	—	—
Mbidi	I	42·34	35·8	—	1·5
Makwapala Experimental Station.		27·77	34·0	—	1·5
Mwanza	K	35·23	37·2	3·18	·6
Liwonde	L	38·81	31·7	·28	1·1
Bilila		—	28·0	—	·7
Mandimba	M	—		—	
Namwera		42·85	42·2	·73	·3
Chipunga		34·85	35·0	1·29	·8
Fort Johnston ...	N	30·97	29·4	1·39	1·2
Monkey Bay ...		30·68	29·2	—	·9
Malindi		31·89	—	3·45	—
Golomoti		—	29·5	—	·1
Ncheu	P	43·88	37·0	1·08	·9
Likuni	S	36·07	32·9	1·18	1·5
Chimvua		39·21	—	·70	—
Lilongwe		41·89	32·7	2·25	·8
Nathenje		37·88	—	·82	—
Mpali	T	33·60	—	·48	—
Dowa		34·97	33·1	·35	·7
Fort Manning ...		42·27	39·8	—	2·5
Domira Bay ...	U	27·36	31·0	—	·1
Dedza	V	39·88	39·7	1·10	2·2
Kasungu	X	23·88	29·1	—	·3
Mzimba		35·19	31·7	—	·2
Kota Kota... ...	Y	35·68	48·2	·56	2·0
Chinteche	Z	43·95	62·9	8·05	5·1
Livingstonia ...		43·77	57·5	11·29	6·2
Karonga		40·10	52·3	1·32	2·8
Salima		28·02	—	·30	—
Glengarry		52·63	—	2·90	—

A résumé of weather conditions in areas growing tobacco is given on page 18.

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Economic Conditions.

The amounts and local values to the nearest £ of agricultural exports for 1937 and 1938 are set out below:—

		1937.		1938.	
		Amount.	*Value.*	*Amount.*	*Value.*
			£		£
Chillies and capsicums	lb.	3,077	38	9,091	114
Coffee	cwt.	908	2,051	251	587
Maize and maize flour	lb.	1,171,005	1,307	161,041	180
Rice	,,	1,235	6	115,801	517
Tobacco:—					
leaf dark-fired ...	,,	7,013,224	204,552	6,130,539	178,802
,, flue-cured ...	,,	1,230,824	35,899	1,241,972	36,224
,, air-cured ...	,,	746,274	21,766	1,858,129	54,195
strips dark fired ...	,,	4,384,886	127,893	3,051,770	89,010
,, flue-cured ...	,,	646,081	18,844	506,715	14,779
,, air-cured ...	,,	515,644	15,040	674,518	19,673
Tea	,,	8,816,788	326,048	10,218,821	448,477
Grape Fruit	,,	—	—	38,438	323
Beeswax	,,	35,805	1,492	14,625	609
Cotton (lint)	tons	2,066	105,722	3,060	99,953
Cotton seed	,,	895	2,440	675	1,688
Fibre of all kinds ...	lb.	1,968,345	12,900	293,953	1,575
Groundnuts	tons	—	—	278	1,724
Potatoes	lb.	39,588	159	50,063	201
Soya beans	,,	—	—	476,956	806
Rubber	,,	203,175	3,449	159,165	3,316
Strophanthus... ...	,,	24,674	2,467	20,825	2,082

The most notable increases in exports during 1938 were in air-cured tobacco, tea, rice, soya beans and cotton.

The decline in exports of other types of tobacco was due partly to the unfavourable weather conditions and consequent short crop in the Southern Province, and partly to the fall in registrations of Native Trust Land growers, which decreased by 4·8 per cent. in the Southern Province and 31·3 per cent. in the Northern Province.

The larger exports of tea were due to the fact that additional areas came into full production during the year. Yields were satisfactory.

The increase in exports of rice resulted from increased planting and more efficient systems of marketing.

Cotton production improved considerably; for in addition to the 3,060 tons of lint shown as having been exported, it is estimated that the equivalent of 750 tons of lint was sold by natives outside the Protectorate.

Locusts.

The only species of locust observed in the Protectorate was the red locust (*Nomadacris Septemfasciata, Serv.*).

Adult swarms of the 11th generation appeared to leave the country almost completely during December, 1937, and with the exception of small areas on the southern boundary and in the

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eastern part of the Upper Shire district no egg-laying took place. The resulting small and scattered hopper bands were mainly destroyed in the south though some escapes occurred in the Upper Shire district. Consequently from March to July very few adult swarms of the 12th generation were recorded throughout the Protectorate; but at the end of this period renewed activity began and several swarms entered the southern districts. By the end of the year swarms had penetrated all districts as far north as the southern end of the Dedza district; but that part of the Protectorate lying north of Lat. 14° S. remained free. Egg-laying took place in many districts during December, and some hopper bands of the 13th generation had hatched by the end of the month.

In the absence of hopper bands and adult swarms the crops of 1937-8 were not affected; but damage by adults of the 12th generation to early food crops of the 1938-9 season was reported from a few districts.

Advisory Bodies and Policy.

The Agricultural Advisory Board did not meet in 1938, and a recommendation by the Financial Commissioner that it should be abolished was accepted by the Government.

The Native Welfare Committee continued to consider and advise on various matters affecting the welfare of Africans. Its activities are described in Part XVII of this report.

The Agronomic Sub-Committee of the Native Welfare Committee, which was appointed in 1937, held seven meetings during the year. This Committee was concerned mainly with measures to counteract soil erosion and with proposals for the improved usage of land. The Soil Erosion Officer worked in close contact with, and under the general directions of, this Committee.

In September the report of the Commission appointed to Enquire into the Financial Position and Further Development of Nyasaland was published. In the main, its recommendations visualize further progress in directions in which work is already proceeding, and on lines along which development has started. Most of the recommendations, in so far as they concern agriculture and kindred subjects, have been approved, and are being implemented as promptly as circumstances permit.

The Agricultural Department and the Natives Tobacco Board continued, and slightly extended, the experimental and investigational work in progress at the Experimental Stations. Agricultural and Native Tobacco Board Supervisors, Agricultural Officers and their native staffs endeavoured to encourage better methods of producing crops both for sale and for food: and efforts were made to instil into the minds of cultivators a proper appreciation of the need for improved technique, particularly in relation to the prevention of soil erosion. This work,

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which for some time has been intensively carried on in areas which produce native tobacco, is slowly spreading, especially in sectors where the Native Authorities take a personal interest. There is a distinct increase in the number of gardens planted in ridges across the slope, instead of in small mounds; and a considerable amount of contour ridging has been carried out with the assistance of the Agricultural staff.

Owing to a change in the demands of the tobacco market, which now requires a shorter and lighter dark fired leaf, composting, which was necessary to produce the long, heavy wrapper previously required, has lost ground.

Although there are many areas of the Protectorate which may well be termed congested, and in which cultivation is practised on undesirably steep slopes, yet in these areas as well as in less populous districts it is not easy, owing to the absence abroad of a large proportion of the able bodied males, to ensure adequate cultivation. Much of the work which would normally be done by the men is perforce left to women and children, who are incapable of the heavy labour so often necessary; and in such circumstances, improvement in methods is difficult, if not impossible, to achieve.

During the year under review the functions and work of the Native Tobacco Board were extended. The Board undertook to purchase all Native Trust Land tobacco, to pack it and to deliver it for sale on the newly established auction floors. The establishment and staffing of buying stations to purchase an estimated crop of 10,000,000 lb. involving perhaps, 300,000 separate valuations and purchases, as well as the estimation of prices to be paid for different grades so that there should be no appreciable profit or loss on the whole transaction, required no little organisation, but was nevertheless carried through to a successful conclusion. The question whether it should be made obligatory for all dark fired tobacco to be sold on the auction floors has been exercising the minds of all concerned. A Commission of Enquiry was appointed in December to investigate and report on this and on other matters connected with the tobacco industry.

The staff of the Empire Cotton Growing Corporation in the Protectorate was increased during the year by one Entomologist posted for the purpose of intensive work on the life history of the red bollworm, with a view to the improvement of means of controlling this pest. Close contact was maintained between the staffs of the Corporation and of the Agricultural Department throughout the year, and mutual assistance was given in the improvement of cotton production in the Protectorate. The Corporation staff take a wide view of their functions and, without in any way neglecting work on the cotton crop in all its

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aspects of local importance, did much useful investigational work on crops other than cotton which are, or may be, advantageously grown in rotation with it.

Contact was maintained with the Jeanes School, where lectures were given by Native Tobacco Board staff. Some community workers trained at the school have now been posted to the districts, where they have been assisted by Agricultural Officers and Supervisors in the establishment of model holdings. These men, working in close touch with the Agricultural Department on the one side and with the Native Authorities on the other, should form an important link in the chain of measures for the improvement of native agricultural and general welfare.

Tobacco.

The weather during the dry period in which young plants were being raised for transplanting was conducive to good growth, and little disease was seen. A few plantings were made in November, but most of the southern areas were planted in December and the bulk of the northern plantings took place early in January.

Rainfall was unusually heavy during December, 1937, and January, 1938, and unfortunately was excessive throughout the Southern Province during the remainder of the season. In the Northern Province, however, favourable growing conditions prevailed during February and March. The results were, in the Southern Province, a crop of low yield and quality; and in the Northern Province, thanks to the good conditions during the critical period, a very good crop indeed. The air and sun-cured tobacco of Ncheu also benefited by satisfactory weather conditions, and a good crop was obtained.

The total amounts of different types exported were:—

	lb.
Dark-fired...	9,182,129
Flue-cured	1,748,687
Air-cured...	2,532,647

The average amount produced by growers on Native Trust Lands was 177 lb. in the Northern Province and 159 lb. in the Southern Province.

The amounts of dark tobacco purchased from growers on Native Trust Lands and Private Estates respectively are shown in the following table:—

	Northern Province. *lb.*	*Southern Province.* *lb.*
Native Trust Land	7,168,139	1,892,242
Private Estates	4,658,081	1,293,881
Total	11,826,220	3,186,123

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The total production of dark tobacco was 12,476,566 lb., and of air-cured 2,535,777 lb.

At the end of 1938, stocks of Nyasaland tobacco in the United Kingdom stood at 32,282,916 lb., slightly over two and a half years' supply on the usual basis. Consumption of Nyasa tobacco during 1938 amounted to 12,555,390 lb.; this was an increase of 32,214 lb. on that of the previous years, and represented 23·4 per cent. of all Empire tobacco consumed, compared with 24·0 per cent. in 1937.

COTTON.

The 1938 season was an improvement on the two previous seasons as far as production was concerned; but prices were disappointing.

The amount of seed cotton produced from Native Trust Lands and sold in the country amounted to 5,574 tons which, with 1,591 tons produced on Private Estates, gave a total of 7,165 tons, an increase of 7·98 per cent. on the previous year's figures. It is conservatively estimated that in addition from 2,000 to 2,500 tons were, by reason of the higher price offered over the border, taken across the Shire river from the Lower Shire district and sold outside Nyasaland.

There was an increase in production in the main cotton-growing areas of the Lower River, where 3,260 tons *plus* the amount sold over the border were produced, as against 3,002 tons in the previous year; but production decreased in the central part of the Southern Province, with 666 tons against 857 in 1937, and in the southern part of the Northern Province where only 1,345 tons were produced as against 1,659 tons in the previous year.

Prices also were lower, averaging ·821d. for No. 1, ·586d. for No. 2, and ·203d. for No. 3. The corresponding prices in 1937 were 1·039d., ·285d., and ·203d.

The total sum paid to Native Trust Land growers for cotton was £39,629, together with the unknown sum realized for sales outside the Protectorate, as against £49,199 in 1937. 87·60 per cent. of the crop was bought as No. 1, as against 83·91 per cent. in 1937.

A new system of marketing was introduced during 1938. This consisted of selling by auction, before the markets opened, the right and the obligation to purchase all cotton brought to the particular market. On the whole the system worked well, though detailed improvement is still indicated. Marketing was simplified, the quality of lint exported was improved, and the seller received a better price in comparison with the market value of the cotton than in previous years.

The incidence of red bollworm remained high; but the loss of crop from this pest was less than in the previous year, owing

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partly to the more complete destruction of cotton plants which was effected at the end of 1937. Further improvement in this respect is still needed.

Tea.

The tea industry continued to increase its output as further areas came to maturity. The International Tea Restriction Scheme, to which Nyasaland is a party, limited the maximum acreage to be planted in the Protectorate to 17,700 acres. Only 588 acres of this quota remained to be planted at the beginning of 1938 and 191 acres at the end of the year. The first period of restriction under the scheme came to an end during the year and in December a further grant of 2,500 acres was made to Nyasaland. The new allocation was not distributed by the end of the year. This allocation is subject to certain conditions of which the more important are that the maximum of the cess on tea exported was raised from 1s. to 2s. per 100 lb., and that the quota for export during the second restriction period of five years was decided.

Production declined from 14,466,592 lb. in 1937 to 10,858,176 lb. in 1938, but exports rose from 8,816,788 lb., valued at £326,038 in 1937 to 10,218,821 lb., valued at £448,477 in 1938.

The Agricultural Department's tea experimental station at Mlanje continued the investigation of problems affecting tea production, particularly fertilizers, pruning methods, methods of preventing erosion, effects of varying intensities of plucking and *Armillaria* root disease.

Native Food Crops.

In the Southern Province maize, the main native food crop, gave on the whole poor yields. After promising extremely well in January, both growth and productivity were checked by the continuous and excessive rain. In the North conditions were more satisfactory, and a fair crop was reaped. Owing to floods on the Shire and the high level of the lake, considerable areas in which food crops are normally planted were inundated. In such areas, however, increased plantings of emergency crops such as sweet potatoes and cassava were fairly general, and there was no serious shortage of food.

The planting of groundnuts increased, particularly in the Ncheu-Dedza areas; but owing to dissatisfaction with the price offered the bulk of the crop was not sold, and much of it must have been consumed by the growers. Soya beans and millets yielded fairly well: and bean crops were satisfactory.

Rice production in the Kota Kota district increased. The installation of a rice mill enabled a considerable quantity of *Faya* rice to be treated, and the resulting product met with a ready sale.

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While the supply of native food crops was generally adequate for requirements there was no surplus; and as usual there was a general scarcity in the month or two before harvest. Until the native becomes more provident and makes sure of adequate food supplies before selling or converting into beer what he considers may be surplus, such shortages must recur.

Other Crops.

Sisal estates, which reopened in 1936, continued to cut, but exports decreased from 1,968,345 lb., valued at £12,900 in 1937, to 293,953 lb., valued at £1,575 in 1938.

The acreage of tung oil planted by Europeans again increased from 1,677 acres in 1937 to 2,067¾ acres in 1938. The bulk of the plantings have been of *Aleurites montana,* which in most areas is much easier to establish and grows more rapidly than *A. fordii.* A number of the trees are now in bearing, but the fruit produced has mostly been used as seed and no crushing has taken place in the territory. Trial shipments of nuts have been sent to England for analysis.

There was a further decrease in the area under coffee, from 566 acres in 1937 to 373¼ acres in 1938. The causes of this decline have been noted in previous reports.

FORESTRY.

General.

The aim of Government is to assist in, and to stimulate, both the provision of adequate supplies of all classes of forest produce required by the community, and also the preservation of a cover of forest or natural vegetation in catchment areas and on lands particularly liable to erosion or desiccation. The policy by which this aim is being achieved is outlined below under three main headings:—

A.—*Preservation of demarcated forests and woodland.*

This is effected in three categories, for which there is legal provision:—

(1) Forest Reserves. (State forests under the control and management of the central Government.)

(2) Native Authority forests. (Government forests under the control and management of the native authorities.)

(3) Village forest areas. (Communal forests under the control and management of village headmen.)

B.—*Control of the felling of trees and cultivation on certain categories of land.*

Under this heading the main measures, for which legal powers are provided, are:—

(1) Control of the felling of trees and the cultivation of land on stream banks.

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(2) Control of the felling, cutting and removal of forest produce on the tops and slopes of any hills specified by a competent officer.

(3) Limitation and definition of rights to forest produce on State lands.

C.—*Supplementary measures.*

(1) The provision by the Crown Lands Ordinance of afforestation covenants which automatically apply to all Government leases unless especially exempted.

(2) Government assistance in the management of both native authority and village forests.

(3) Education and advice to the public on forestry generally.

(4) Experiments and research in the silvicultural treatment and economic working of the forests.

(5) Encouragement of the most economical utilization of timber and other forest products.

(6) Co-operation with the administration and with technical departments in schemes of land-planning for the well-being of the rural population.

The great local importance of forest conservation for protective purposes, i.e., in the interests of water supply and agriculture, has been stressed in previous reports; fortunately protection can usually go hand in hand with production. Present forest policy is considered to be adequate, provided there is reasonable progress in modifying native methods of agriculture and in a better economic use of the land for various purposes.

Forest Resources.

The forests of the Protectorate are mainly woodland and savanna types rather than closed forest, and the majority are composed of small trees of which only a very few species provide durable timber. Trees of dimensions and quality suitable for conversion into sawn timber are confined chiefly to a few small mountain coniferous forests, to stream banks in some regions, and to a sparse distribution in certain types of woodland and savanna. The total area of forest and good quality savanna is estimated to be less than 4,000 square miles, or about 10 per cent. of the land area of the territory. Investigation of the forests has, in the main, been completed on a broad basis and forest policy has evolved accordingly. Reservations of forest have so far fitted in admirably with the concept of regional planning for better land utilization.

No new State forest reserves were constituted during 1938; their number remains at 48 with a total area of 2,623 square miles, which is just over seven per cent. of the land area. The majority are primarily protective, as they comprise main watersheds and catchment areas. All reserves are free from rights

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of user of any kind. During the year, 397 new village forests areas with an acreage of 19,018 were registered; the total at the end of the year was 4,359 areas with an acreage of 213,946. No Native Authority forests were constituted under the recently approved scheme, but a considerable amount of preliminary work was done and at the end of the year proposals for the classification of a few areas were in the final stages of preparation.

The main forest reconnaissances of the year were carried out in the North Nyasa district, and resulted in preliminary recommendations for the constitution of both State forest reserves and Native Authority forests. The reports on the reconnaissances contained much information on local land usage and its effects, as well as on topography, vegetation and soils. The reports discuss in some detail the difficult problems which exist in the Misuku region, where nearly all the land consists of steep slopes, and where over-population, immigration, over-grazing, and destructive methods of growing finger-millet contribute to a serious state of affairs which urgently needs joint consultation and action on the part of all departments concerned and which is at present receiving the consideration of the Agronomic Sub-Committee of the Native Welfare Committee.

Largely because of the comparative scarcity of major timber, the great bulk of the wood used by the native population in constructional work is in the form of short poles. A vast quantity of wood is needed because, owing to the ravages of termites, borers and fungi, huts have to be renewed every two or three years. Much wood is destroyed in the periodical clearing of land for agriculture. There is a small but growing demand by natives for sawn or squared timber for making doors, window frames and rough furniture.

The native population is allowed free access to forest produce from native trust lands, subject to certain restrictions; but in the case of demarcated forests this concession is subject to the special regulations for these forests. Whereas in the past the natives relied almost solely upon undemarcated woodlands for their supplies, they are now making increasing use of the demarcated village forest area, particularly in the more densely populated regions.

As the total number of Europeans and Asiatics in the Protectorate is less than 4,000, and as there are no major industries other than agriculture, their timber requirements are small compared with those of the native population. However, they demand a far better quality; and although it is estimated that the total consumption of sawn timber in the Protectorate rarely reaches 200,000 cubic feet in a year, by far the greater part of

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this is accounted for by Government and non-natives. Imports of unmanufactured timber have remained at a low figure for many years, but there has recently been a somewhat rapid increase in imports of plywood for tea chests. The possibility of substituting a local product for plywood has been explored, but without success. Firewood is the general fuel for domestic use, and considerable quantities are consumed in tobacco-curing, tea factories, brick-making, lime-burning, water transport, and on the railway north of Blantyre. Only an insignificant amount of charcoal is manufactured.

The need for maintaining concentrated supplies of timber conveniently close at hand has led to the establishment of forest plantations, both by private enterprise and by Government. The development of an export trade in timber is out of the question; even if resources were greater, high transport cost to the coast would prove an unsurmountable obstacle.

Forest Management.

The state forest reserves are under the control of the central government; the degree of intensity of their management is governed entirely by local markets. In Mlanje district two mountain reserves contain very small patches of valuable coniferous forest (*Widdringtonia whytei*), and are under comparatively intensive management although they are situated at some distance from markets. The whole of the output from these forests is converted to sawn timber under the agency of the Forestry Department. Regeneration of the forests is mainly by planting, although a small amount of natural regeneration is obtained and fostered. In two forest reserves, near Zomba and Limbe, planting of conifers has been carried out for the production of major timber, and there is now a steadily increasing output; the great demand for the timber from the Zomba plantations is ample evidence of their success. Other forest reserves, situated near townships, are under intensive management mainly for the production of poles and firewood. An important feature of these reserves is the sale of produce at very cheap rates to urban natives.

There are three vital factors governing the possibility of extending utilization, with more intensive production, to other forest reserves. There are, first, the great paucity of major timber resources in the forests, and their sporadic occurrence; secondly, the distance of most reserves from markets and main lines of transport; and thirdly, the public preference for softwood timber. Because of these factors, the output of major timber from forest reserves is almost entirely confined to coniferous softwood timber produced in natural forest and plantations; the output of hardwood sawn timber from broad-leaved forest is quite insignificant. It is evident that any considerable

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increase in the demand, by non-natives, for major timber can best be met by further concentrated planting of conifers, in forest reserves suitably situated as regards the distribution and transport of timber. The successful establishment of exotic pines, following the introduction into the Protectorate of the mycorrhiza necessary for their root growth, has greatly improved the outlook.

The management of a Native Authority forest will be undertaken by the Forestry Department until such time as the Native Authority is prepared to assume charge. All the revenue derived from the area will be paid to the Native Treasury to meet, in whole or in part, necessary expenditure on protection and management. The training of a staff for the subsequent control and management of a forest by the Native Authority itself, when the time is ripe for assuming charge, will be carried out by the Forestry Department.

The village communal forests are under the control and management of village headmen. In areas in which protective measures have been carried out for a few years, the great increase in regeneration and the rate of growth has been remarkable, exceeding the expectations of the natives. The development of dense thickets automatically suppresses or eliminates the coarser grasses, and so progressively reduces the hazard of fire. Progress is being made in teaching and demonstrating silvicultural treatment for improving the growing stocks.

In the management of the village forest areas a probable future change in village needs will have to be anticipated. Whereas at present only poles are required for constructional purposes, a demand for better houses, and for carts, etc., will in time develop and sawn timber will be needed; and this will necessitate a considerable lengthening of the rotation for the forest areas.

The growing scarcity, in districts where water transport is common, of trees suitable for making canoes, led to the introduction in 1936 of a scheme whereby the Native Authorities concerned make quinquennial counts of the suitable trees in their areas, and thereafter fix an annual quota of such trees which may be felled. To ensure complete control, all canoes are registered and marked.

Estate plantations of exotic trees (mainly *Eucalyptus* species) have generally been disappointing except as regards the supply of poles and firewood. In converting eucalyptus trees to sawn timber, loss by splitting and warping is very high and invariably exceeds 80 per cent. of the round volume even when some air-seasoning and other precautions have been taken. Whether such wastage could be much reduced by means of kiln-seasoning is doubtful; in any case the area of eucalyptus plantation

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on most estates is too small to justify the cost of an up-to-date seasoning-kiln. Trials on estates, of species other than eucalyptus are being advocated by Government.

Advice on forestry matters was given to the public whenever it was asked for, and in a few cases visits to private estates were made by forest officers in an advisory capacity. Lectures were given by forest officers at the Jeanes' Training Centre and elsewhere; a paper on " Land Use ", written by the Conservator of Forests, was published in Chinyanja and widely distributed to educational institutions and Government Departments. Contributions on the subject of forestry and land matters were made to the local native newspaper. Forestry exhibits were staked at agricultural shows at Limbe and Lilongwe. Tree seeds and nursery plants were issued free to natives, and on payment to non-natives.

Revisional courses for African foresters were held as usual; forest policy and all branches of the work were reviewed, and new developments were fully discussed. Much of the practical work was linked up with that of previous years' courses, so that the foresters were able to appreciate the progressive and contrasting results of different silvicultural systems. At both courses stress was laid on the need for plans of rural development, and on the future duties of the forest staff in reciprocal work with the Department of Agriculture. The Soil Erosion Officer held a special course of instruction for the new Soil Erosion Rangers.

It is a part of the Government policy that land conservation programmes are to be a most important part of the duties of officers of the Agricultural, Forestry and Veterinary Departments, whether or not the immediate task is one which would formerly have been considered outside the range of responsibility of the department of the officer concerned. The statement of policy repeats Sir Frank Stockdale's dictum: " In any district the District Officer should be the estate agent, with the technical officers' experience and assistance to help him in his work. His first consideration should be the prosperity of the people, the proper use of their land, and the welfare of their stock." A standard minimum programme of soil conservation work, which District Officers are required to initiate in all parts of the Protectorate, has been published. A rapid extension of reciprocity between departments is probable in relation to this programme, and in some areas a practical beginning has already been made.

Much of the year's work of the soil erosion branch consisted of a survey of the causes of erosion in a number of specific regions. Study was made of the means necessary to control erosion and, in some localities, a small amount of field work was carried out to determine not only the technical efficiency

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of control, but also the reaction of the people to suggested remedies. As a result of these studies there is reason for considerable optimism as regards the control, by simple measures, of erosion in cultivated lands. There can be no rapid solution of difficulties where the prime cause of erosion is grazing.

LIVESTOCK.

The year 1938 was a profitable one so far as native livestock was concerned. The outbreak of East Coast fever in the Southern Province was completely eradicated, and restrictions were removed. Repairs to the railway bridge over the Shire River restored communications with the North, and it was again possible to bring down cattle for slaughter in the Southern Province. By the end of the year natives had become familiar with the transport of cattle by rail and the system is now firmly established.

In the North Nyasa district, where during the previous year trypanosomiasis had necessitated the prohibition of all cattle movements, the disease was eradicated by treatment and quarantine measures; and by September conditions were normal, and the cattle trade with Tanganyika was renewed.

During the first half of the year the Veterinary Officer in charge of native and stock farms in the Mzimba district was absent from the Protectorate, and no relief was available. The officer returned in June; and from that time onwards considerable progress was made with the manufacture of ghee, the final output being more than twice that of 1937. The demonstration stock farm so much impressed the natives, that requests for similar institutions were received from all over the district; it was not found possible, however, to start more than one additional farm.

Although little progress was made during the year in the curing and export of hides, there were signs that considerable improvement in this direction may be hoped for in the near future.

The native milk trade maintained the progress made in the previous year.

A considerable number of horses was imported. In previous years horses have been used principally for equitation; but during 1938 one firm at least imported horses for farm work. The experiment has proved successful.

Horse sickness was not widely prevalent, though some cases, which proved fatal, occurred. It is confidently expected that the local and recently-discovered " Blantyre virus " will be

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included in the next consignment of vaccine, when deaths from horse-sickness shoud be very considerably reduced.

Minerals.

The following minerals are known to occur in the Protectorate:—Gold, in small amounts in the Lisungwe Valley, Blantyre district; bauxite, in the Mlanje Mountains; iron-ores, ilmenite and rutile in the Port Herald hills; corundum and zircon at Tambani Hill, Central Shire district; asbestos, kyanite, and iron-ore in the Ncheu district; iron-manganese ore on Chilwa Island; graphite and mica in the Dowa and Ncheu districts; massive garnet in the South Nyasa district; galena in the Dowa district; coal in the Lower Shire and North Nyasa districts; and cement materials at Lake Malombe and in the North Nyasa district. Mica and graphite were worked during the European War and shortly afterwards, and gold is worked from time to time on a small scale. The Ncheu kyanite deposits were examined during 1938 by a mining company, with a view to their exploitation; and the examination of the Mlanje bauxite deposits by another mining company was still in progress at the end of the year.

Aided by a grant from the Colonial Development Fund, an investigation of the mineral resources of the country is in progress. During the year the staff examined parts of the Lower Shire, Central Shire, West Nyasa and Mzimba districts.

The British South Africa Company continued the geological and mineralogical examination of the areas over which it holds the mineral rights.

Water Supply.

The activities of the Geological Survey Department were devoted in part during 1938 to the continued improvement and extension of village water supplies with the aid of grants from the Colonial Development Fund.

By the end of the year, 457 wells and bore-holes had been constructed, giving a minimum daily yield of 2,448,029 gallons and serving a population of at least 93,000 natives and non-natives. By their construction about 725 square miles of unoccupied or sparsely populated country have been opened up for further settlement.

These water supply activities, which it is proposed to continue until 1940, were carried out in the Lake Shore area of the South Nyasa district, and in the highlands in the Dowa and Lilongwe districts. They greatly stimulated agricultural production in these areas and thus materially assisted in the economic development of the country. Moreover, by providing

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new land for native settlement, they relieved congestion in a number of overcrowded areas. Many wells and bore-holes were provided for native hospitals, dispensaries, markets and rest-houses.

VII.—COMMERCE.

Since Nyasaland is primarily an agricultural country, its prosperity and the volume of its trade are chiefly dependent upon the yields and market prices of its exportable products. These products, of which the most important are tea, tobacco, cotton, and sisal, are sold principally in Great Britain, though in the cases of tobacco and cotton there has of recent years been a marked increase in trade with other countries.

The tobacco crop was adversely affected by climatic conditions and decreased by 7·4 per cent.; but the loss in quantity suffered by producers was more than offset by the better prices paid as a result of the new auction system of marketing. Both tea and cotton showed increased yields of 15·9 per cent. and 48 per cent. respectively. Besides these staple products larger harvests of soya beans, rice and groundnuts combined to produce a record total weight of domestic produce exports.

The value of imports increased by £76,867 (10·72 per cent.). Of this sum Great Britain obtained £57,051, representing 74·2 per cent. of the increase, and her share of Nyasaland's total imports advanced from 40·8 per cent. in 1937, to 44·1 per cent. in 1938. Imports from Japan increased from £207,349 in 1937, to £225,060 in 1938, owing to a general expansion of trade and to the fact that merchants took advantage of falling market prices to lay in stocks far in excess of their normal requirements.

With the improvement in the average prices paid for flue-cured tobacco, European producers contributed to the general prosperity; and larger importations of machinery, iron and steel, and wines and spirits were recorded. Although there was a decrease in the actual number of motor cars and motor lorries imported, sales from local stocks increased.

An expansion of bazaar trade indicated an increase in the spending capacity of the native. The actual prices paid for cotton were lower than in the previous year, but the quantity produced was considerably greater, and the total of payments made showed an increase. The current year's cash disbursements were further augmented by monies brought back by natives repatriated from South Africa and Southern Rhodesia, together with remittances sent home by emigrants working in those territories.

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The total number of bicycles imported during the year amounted to 8,232, which represents an increase of 66·7 per cent. While this improvement may be principally attributed to large importations by repatriated natives, it is also due partly to the additional earnings of native producers. Further evidence of native prosperity lies both in the greater demand for articles of a semi-luxurious nature such as second-hand clothing, beads, crockery, and umbrellas, and also the proportionate increase in the importation of piece goods of durable quality.

Cotton piece goods represented 24·2 per cent. of trade imports and maintained their position as the largest class of merchandise imported. Japanese manufactures, with 93·75 per cent. of the total quantity, maintained their lead in this market. Similar imports from the United Kingdom declined by 1·76 per cent. to 4·34 per cent., probably because British manufactures are unable to compete economically with the cheaper and popular piece goods manufactured in Japan.

Nyasaland, being within the region covered by the Congo Basin Treaties and the Convention of St. Germain-en-Laye, 1919, may not grant preferential treatment to any country, and its Customs tariff applies equally to imports from all nations.

Total values of imports, domestic exports and re-exports for the last five years:—

Year.	*Imports.*	*Domestic Exports.*	*Re-exports.*
	£	£	£
1934	518,146	753,369	18,621
1935	628,499	736,312	18,512
1936	673,528	796,627	9,457
1937	746,575	887,058	14,867
1938	833,324	959,810	14,919

Percentage of total value of imports (including Government) from the Empire and foreign countries and principal supplying countries for the last five years:—

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Year.	Percentage from the Empire.	Percentage from Foreign Countries.	Principal Supplying Countries.	
			Empire.	Foreign.
1934 ...	55·3	44·3	United Kingdom (48·3), India, South Africa, Canada.	Japan (23·8), Germany, U.S.A.
1935 ...	50·6	49·4	United Kingdom (44·5), India, South Africa, Canada.	Japan (29·4), Germany, U.S.A.
1936 ...	53·3	46·7	United Kingdom (46·2), India, South Africa, Canada.	Japan (25·1), Germany, U.S.A.
1937 ...	48·9	51·1	United Kingdom (42·0), India, South Africa, Canada.	Japan (29·0), Germany, U.S.A.
1938 ...	51·6	48·4	United Kingdom (45·7), India, South Africa, Canada.	Japan (28·3), Germany, U.S.A.

Percentage of total value of domestic exports sent to the Empire and foreign countries and principal countries of destination for the last five years:—

Year.	Percentage to the Empire.	Percentage to Foreign Countries.	Principal Countries of Destination.	
			Empire.	Foreign.
1934 ...	97·2	2·8	United Kingdom (94·7), S. Rhodesia.	Belgium.
1935 ...	94·7	5·3	United Kingdom (88·9), S. Rhodesia.	Belgium and Holland.
1936 ...	93·9	6·1	United Kingdom (91·3), S. Rhodesia.	Belgium and Germany.
1937 ...	94·7	5·3	United Kingdom (91·2), S. Rhodesia.	Belgium, Holland and Netherlands East Indies.
1938 ...	94·0	6·0	United Kingdom (90·6), S. Rhodesia.	Poland and Portugal, Belgium and Portugal.

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Table 3.—28 per cent. on luxury articles, e.g., firearms, jewellery, silks, etc.

Table 4.—13 per cent. ad valorem on necessities and articles of common use, e.g., provisions, etc.

Table 5.—20 per cent. ad valorem on articles not otherwise specifically charged under other tables.

Table 6.—3 per cent. ad valorem on articles of an industrial nature, e.g., machinery, packing materials, etc.

Publicity and Tourist Traffic.

The Publicity Committee is appointed by the Governor and consists of an official Director and eight voluntary unofficial members.

The sum normally voted for publicity purposes is £800 a year; but this has proved inadequate for anything but the most elementary schemes of advertising. An attractive Publicity Bureau has now been erected at Blantyre, and it is hoped that it may become possible to appoint a whole-time Publicity Officer.

The outstanding feature of the year's tourist campaign has been closer co-operation with neighbouring territories, particularly Southern and Northern Rhodesia, as a result of which overlapping of publicity measures will be avoided and each country will benefit from the attractions of its neighbours.

The Bureau is now provided with comprehensive literature for free distribution to intending visitors. During the year an additional illustrated folder was published for mass distribution at tourist agencies, shipping and railway offices, exhibitions, etc., and arrangements were made for the issue of photographic publicity postcards early in 1939.

An increasing number of inquiries and requests for literature and maps was received and dealt with during the year. Other activities included the publication of illustrated articles in the South African, Southern Rhodesian and Beira newspapers, and in the " South African " annual. A standing advertisement was also inserted in " East Africa and Rhodesia ".

The Rest Houses provided by Government at Kasungu, Mzimba, Njakwa and Fort Hill on the Great North Road continued to prove very useful and were much appreciated by visitors. It is intended to improve these houses considerably during 1939. Various schemes are also under consideration for improving the accommodation at hotels on the Lake Shore and in the more northerly parts of the Protectorate.

The number of European visitors to Nyasaland during the last five years is as follows:—

1934	1,537
1935	1,929
1936	1,624
1937	2,026
1938	2,298

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VIII.—LABOUR.

The 1938 population survey afforded figures to show that, of the 424,000 adult males who were fit to work for wages, approximately 113,500 were at work in other territories, while 156,000 were earning their living in Nyasaland by or in connection with the production of economic crops. The remaining balance of 154,000 is more than sufficient to meet internal labour requirements, which may be put at approximately 63,500 men.

Generally speaking, labour is plentiful; though in certain areas, such as the heavily cultivated tea region, a shortage of labour is sometimes experienced, particularly in the plucking and curing seasons. There are no mines in Nyasaland, and labour is employed chiefly in agriculture; in tea, cotton, tobacco, soap, sisal and rubber factories; by commercial firms, railways and Government Departments; and in domestic service.

European farmers employ practically no contract labour, and depend for their requirements either on resident native tenants or on casual labour. These employees work on a month-to-month basis, and 26 working days entitle them to a month's wages. The " ticket " system, whereby each native employee is issued with a ticket on the day he commences to work, and the 26 working days have to be completed within a total period of 42 days, is in almost universal use.

Employees of commercial firms, factories, railways and Government also work on the month-to-month basis, the definition of a month being " a calendar month " which, except in the case of contracts of service by domestic or personal servants, shall include 26 working days.

All labour, both inside and outside the Protectorate, is subject to the general supervision of the labour branch of the Provincial Administration. The branch at present consists of a Labour Commissioner, who is stationed at Blantyre, and a Labour Officer posted at Salisbury in Southern Rhodesia; while a second Labour Officer is to take up duty at Johannesburg in 1939. The Labour Commissioner is in general control of all labour affairs which affect or may affect the Protectorate, and is the adviser of Government on all matters connected with the well-being of Nyasaland native labour. During the year he attended, as the Nyasaland representative, two meetings of the Standing Committee on Migrant Native Labour, held at Salisbury in March and at Lusaka in August; while he was also present at inter-territorial labour conferences held at Dar es Salaam in April and at Cape Town in September. During August he visited both Johannesburg and Pretoria in connection with labour affairs. The Labour Commissioner works in close liaison with Provincial and District Commissioners and with employers of labour in the Protectorate. In the Northern Province he carried out tours in March and again in June; visits

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were made to farms, estates, and factories, and meetings were held with Native Authorities and European planters. General conditions were found to be satisfactory.

In the Southern Province, besides periodic visits similar to those made in the north, the Labour Commissioner acted as Chairman of the Advisory Committee for the engagement of native labour for service outside the Protectorate.

The Nyasaland Labour Officer at Salisbury works directly under the Labour Commissioner, and is primarily concerned with the well-being of all Nyasaland natives working in or passing through Southern Rhodesia. He is able to assist the Rhodesian Government by advice on conditions, native custom, etc., in Nyasaland; and he is the intermediary between the Labour Officer at Blantyre and Rhodesian planters desirous of engaging Nyasaland labour. As regards local conditions, he is assisted by the reports of the six itinerant Compound Inspectors appointed by the Southern Rhodesian Government.

The identification certificates mentioned in the 1937 report have been of use in assessing, and to some extent controlling the flow of Nyasaland labour to other countries. Over 45,000 certificates were issued during the year: of these more than 37,000 were endorsed for passage to Southern Rhodesia, while rather more than 5,000 were made valid for the Union of South Africa.

Of the 113,500 Nyasaland natives believed to be employed in other territories, from 72,000 to 75,000 are working in Southern Rhodesia; 27,000 in the Union of South Africa; 4,000 in Northern Rhodesia; and 7,000 in the Tanganyika Territory. Efforts have been made to encourage natives to go to work under contract; the Witwatersrand Native Labour Association engaged 4,000 during the year, while probably another 3,000 were similarly engaged by firms and estates in Southern Rhodesia. By far the majority of emigrant labourers still prefer, however, to travel under their own arrangements.

Labour legislation passed during the year included the Hours of Employment of Women Ordinance, 1938, the Factories Ordinance, and the Employment of Natives (Amendment) Ordinance, 1938. These Ordinances are referred to in Chapter XIV below. The first is designed to regulate the employment of women during the night; the second is intended to provide for the health and safety of all persons employed in factories; while the third regulates the issue of certificates of identity.

Further legislation, dealing with the employment of women, young persons, and children; minimum wages; compensation for accidents; and the establishment of conciliation machinery for settling or avoiding disputes between employers and their work-people, was the subject of consideration during the year.

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Prosecutions for offences against the labour laws numbered 142. There were 136 convictions.

A full account of all matters affecting labour is contained in the annual report of the Labour Branch for 1938.

IX.—WAGES AND COST OF LIVING.

European.

Although there has been for the last five years some slight improvement in economic conditions in Nyasaland, the supply of candidates for unskilled occupations still exceeds the demand. The expansion of certain Government departments has fortunately enabled a number of Europeans to obtain employment; but the number of unemployed remaining in the Protectorate makes it necessary to place some degree of restriction on the immigration of persons who wish to enter the country solely in search of work.

Average wages of Europeans vary from £6 a month, for domestic servants, to £35 and £45 for those employed in agriculture, commerce, and Government service. Average living expenses, for those resident outside townships, are approximately £25 a month for a single man and £37 for a married couple.

Asiatic.

Asiatic wages range from £2 or £3 a month in the case of traders' assistants to £20 a month for those in railway and Government service. Living expenses may be taken as £2 to £3 a month.

African.

Rates of pay for unskilled labour vary from 6s. to 8s. a month in the Northern Province, and from 6s. to 10s. in the Southern Province. Housing, firewood and food or food allowance are provided in addition. Drugs for the treatment of the more common complaints are stocked for free issue by employers, and free treatment is given in Government dispensaries. The more serious cases of illness are sent to the nearest hospital, usually at the expense of the employer. The average day's work for unskilled labour varies from four to eight hours; its length is dependent on whether it is task or time work, and on the energy of the worker himself.

Skilled labour is paid according to qualifications and efficiency, at rates varying from 15s. to 120s. a month.

The rates of pay of the Native Civil Service, which includes artisans as well as clerks, may be said to be similar to those paid by commercial firms, and are as follows:—

Grade III.—£17 per annum by increments not exceeding £2 per annum.

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Grade II.—£30 to £45 per annum by increments not exceeding £5 per annum.

Grade I.—£50 to £200 per annum by increments varying from £4 to £12 10s.

The wages paid to domestic servants range from 6s. a month for a pantry or kitchen boy to £2 a month for a cook, plus food allowance.

The marked differences in the mode of life of different sections of the African population make it impossible to furnish any accurate general statement as to the cost of living in their case.

The majority, however, and particularly those in the more highly paid posts, live to the limit of their resources.

The staple food of the country people is a kind of porridge made from maize flour or cassava; this is supplemented by fish and other relishes according to the means and taste of the individual. Villagers can live almost entirely, and extremely cheaply, on the produce of their gardens, while those in townships can feed themselves at a cost of from 3d. to 1s. 6d. per diem according to the standard which they maintain.

X.—EDUCATION AND WELFARE INSTITUTIONS.

The European staff of the Education Department consists of a Director and a clerk at headquarters, two Superintendents of Education who are largely engaged in inspection work and are stationed at the two Provincial Headquarters, and a Principal and four assistant teachers at the Jeanes Training Centre.

With the exception of this Centre, the Government conducts no schools. All schools for Africans, and three out of the four elementary schools for Europeans, are maintained by the Missions. The role of the Department is to advise and co-ordinate.

European Education.

The European population is approximately 1,800; 76 per cent. live in the districts of Blantyre, Zomba, Cholo and Mlanje in the Southern Province, and of Lilongwe in the Northern Province.

Education is not compulsory nor is it free: but it is estimated that 95 per cent. of European children of school age are being educated in schools or through the medium of correspondence courses. In necessitous cases fees, cost of tuition, and boarding are remitted in whole or part.

Cultural and climatic conditions render it unwise to keep children in Nyasaland after the age of 11 years. For this reason the policy of the Government is to provide facilities in the Protectorate for the education of children up to that age, and, when necessary, to assist parents to send their children to schools

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outside the country to complete their education. There are four schools in the Protectorate for elementary education. During the year one of these, the private school at Blantyre, was closed, and its place taken by a school conducted by the Church of Scotland Mission. A loan of £2,500 was made by the Government to the Mission to meet the cost of erecting and equipping a block of classrooms and a teacher's house. The loan is to be repaid with interest over a period of years. No boarding accommodation was available at this new school in 1938 but a small hostel will be opened in 1939.

The increasing efficiency of the bursary system is evinced by the fact that, for the first time since schools were opened for European children, there was in 1938 not one child enrolled in the schools above the age of 13 years. More detailed statistics have been obtained than in previous years: they indicate that, on the basis of the standard adopted by Southern Rhodesia, there is very little retardation in the Nyasaland schools. Fifty per cent. of the pupils are in the normal age grade, 33 per cent. are advanced and 17 per cent. retarded. In no case is a child retarded more than one year. This satisfactory state of affairs is due directly to three causes: firstly, that remission of fees has been in operation for six years with the result that the age of entry to the schools is now down to six years; secondly, that owing to the small enrolment at the schools the proportion of teachers to pupils is very high, averaging one to 14; thirdly, that all the teachers, save one, have teaching certificates or diplomas and all have had considerable teaching experience.

Medical inspection has indicated that the standard of health among the school children is very satisfactory.

The tables which are appended give details of enrolment and attendance in the Protectorate schools, and of expenditure on European education:—

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A. European Education (Primary).

Management.	Number of schools.	Enrolment of pupils.			Average attendance.	Number of Teachers.	Scale of Fees (tuition only per annum).	Expenditure from management funds (including fees) estimated.	Expenditure by Government.			
		Boys.	Girls.	Total.					Grants.	Administration.	Bursaries to Southern Rhodesia.	Total.
a. Mission ...	2	41	60	101	88	8	£5 in Kindergarten to £12 12s. in Standards.	£1,600	£1,174	£163	£783	£2,120
b. Private ...	3											

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African Education.

All primary schools are maintained by the Missions, and fall into three categories, (*a*) the village school, (*b*) the central school, and (*c*) the station school. The village school course is of four years duration: instruction is given entirely in the vernacular in the three R's, hygiene, history, geography, nature study and handwork. Religious instruction is of course prominent in the time-table. Schools which follow this course and have a certificated teacher are inspected and assisted by Government. In addition to these schools there are large numbers of " bush " or ungraded schools, which in some Missions are really only catechumenical centres though in others they are as efficient as the assisted village schools. The enrolment in these schools represents over 12 per cent. of the total African population and probably 66 per cent. of the children between the ages of five and 15 years. The great majority never complete the four years course, wastage and retardation being very high. But literacy in the vernacular is widely spread. For example, figures supplied by the Commissioner of Police show that during the last three years the percentage of literates among the African recruits enlisted was respectively 55 per cent., 57 per cent. and 68 per cent. Having completed the elementary vernacular course the pupil moves to a central school in which the course lasts for three years: English is introduced as a subject in the first year of this course. All these schools are assisted by Government. The final stage in the primary system is the three years course at the station school where English is the medium of instruction. It is only at such schools that European teachers are found. The tables appended indicate how small is the number who reach the end of the primary course. That number is however adequate to justify the institution of secondary schools, and concrete proposals for the inauguration of such schools have been drawn up and submitted to the Secretary of State.

In the elementary classes the enrolment of girls is almost as high as that of boys; but subsequent wastage and retardation are much higher subsequently than among the boys. One reason is the absence of women teachers, 90 per cent. of the teachers being men. During the past 10 years, increasing attention has been paid to the education of women and girls, and there are now a score of special boarding schools for girls and women, in most of which women teachers are being trained.

Several Missions have technical institutes for the training of African hospital assistants, dressers and dispensers, and of artisans in the building, printing and other trades.

The movement for compulsory education is growing in certain areas: on the whole, Native Authorities are taking a greater

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interest in education and are using their influence to improve attendance in the schools. In a number of cases this interest has been aroused by attendance at a special course for Chiefs at the Government Training Centre. An annual course for six Chiefs and their wives is held from May to August. The Centre also conducts courses, lasting two years, for training school supervisors and community workers. The first community workers' courses ended in August, 1938, and the results of this experiment are being watched with great interest.

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B. Native Education (Primary and Vocational).

Management.	Primary Schools.			Vocational Schools.			Number of European Teachers.	Scale of Fees per annum.	Mission Expenditure.*	Government Expenditure.		
	Number of Schools.	Enrolment.		Number of Schools.	Enrolment.					Grants.	Administration and Government Schools.	Total.
		Boys.	Girls.		Boys.	Girls.						
a. Government	1	28	27	1	47	47	5	—	£ s. d.	£ s. d.	£ s. d.	£ s. d.
b. Mission	—	—	—	—	—	—	—	—	—	—		
African Church of Christ...	1	62	30	—	—	—	—	—	60 14 6	22 15 0		
African Presbyterian Church	6	305	160	—	—	—	—	—	14 14 6	12 0 0		
African Methodist Episcopal Church.	2	80	51	—	—	—	—	—	21 0 0	21 0 0		
Churches of Christ Mission	45	1,102	804	1	24	—	2	6d. to 6s.	887 0 0	404 7 0		
Church of Scotland Mission, Blantyre.	280	13,179	4,914	8	115	40	13	3d. to £3	8,604 0 0	1,470 0 0		
Church of Scotland Mission, Livingstonia.	401	18,875	9,075	12	236	66	19	6d. to 50s.	10,786 12 3	1,943 0 0		
Dutch Reformed Church Mission.	1,053	23,574	22,655	3	27	27	10	3d. to 6s.	11,020 12 3	1,529 0 0		
Montfort Marist Mission ...	948	23,185	19,348	3	150	220	39	Nil	7,265 18 0	1,903 0 0	7,875 18 5	19,187 13 5
Nyasa Mission	93	2,990	1,262	1	26	—	1	—	1,467 0 0	487 2 6		
Providence Industrial Mission.	11	415	242	—	—	—	—	—	—	—		
South African General Mission.	93	2,445	1,877	—	—	—	2	1d. to 2s. 6d.	816 15 3	32 0 0		
South East African Mission of 7th Day Adventists.	150	5,574	1,998	3	124	4	11	3d. to 8s.	7,329 6 9	998 13 9		
Universities Mission to Central Africa.	159	4,517	3,108	4	75	57	8	6d. to £1	4,113 19 4	972 0 0		
White Fathers Mission ...	825	20,656	19,337	10	351	266	10	No regular fees.	7,662 16 0	1,109 0 0		
Zambezi Industrial Mission Miscellaneous	103	2,641	1,741	1	30	—	6	6d. to 2s.	1,085 9 9	406 16 6		
Totals	4,171	119,628	86,629	47	1,205	727	126		61,135 18 7	11,311 15 0		

* Estimated.

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Indian Education.

The Asiatic community numbers some 1,600. The great majority are British Indians almost all of whom are occupied in trade. Over 50 per cent. live in the four townships of Limbe, Blantyre, Zomba and Lilongwe.

It is unfortunate that differences of creed and caste make it impossible for them to co-operate in education.

It is estimated that there are 150 Asiatic children of school age. Less than 50 are enrolled in the two schools at Limbe and Zomba. These schools are inspected and assisted by Government but are poorly supported by the parents. Some 10 coloured children whose parents object to sending them to the African schools are also enrolled in these schools.

General.

During the year the Government decided to appoint two Committees under a single Chairman to survey the educational systems in force and to make recommendations for their improvement. One Committee will carry out the survey in the Southern Province and the other in the Northern Province. The surveys will be made in 1939.

The Report of the Finance Committee, published in 1938, contained the following recommendations on education:—

(*a*) That further expenditure on primary education for Africans is essential.

(*b*) That secondary education must be provided for Africans.

(*c*) That an additional Superintendent of Education should be appointed to permit of more effective supervision of schools.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Except for the steamers of the British India Line, which maintain a regular mail service, there are no fixed dates of sailings from Beira to England, although the intermediate vessels of the Union-Castle Mail Steamship Company call frequently at Beira.

Prior to the opening of the Trans-Zambezia Railway in 1922, the main means of communication with the sea was by the Shire and Zambezi Rivers to Chinde; but since then river transport has declined and is now restricted to a small traffic, mainly in sugar and salt, between Zambezi ports and Port Herald on the Shire. Water transport is now mainly confined to Lake Nyasa, and this avenue may be expected to become of increasing importance now that the northern extension of the railway has been completed.

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For many years the Government Marine Transport Department operated a monthly service of the s.s. *Guendolen* from Fort Johnston, carrying goods and passengers to various ports on the Lake. The round trip took 15 days, and calls were made at a number of small ports, the principal being Domira Bay, Kota Kota, Nkata Bay, Florence Bay, Karonga and Mwaya in Tanganyika.

In 1936 the Nyasaland Railways took over the existing Lake service from Government and inaugurated an auxiliary service, for which purpose a new motor-driven vessel, the M.V. *Mpasa*, was put into commission. This vessel was transported in sections to the Lake shore, where it was erected and successfully launched on the 20th of December, 1935. The deadweight cargo capacity is 250 tons, and sleeping accommodation for four European passengers is provided.

In 1938 the Diesel-engined tug *Nsipa* was put into service. It is hoped that funds for the provision of a new and faster steamer will shortly be available. There are also in commission on the Lake two vessels belonging to the Universities Mission to Central Africa, and one privately-owned steamer.

Efforts are being made to foster the construction, by natives, of clinker-built boats as a substitute for dug-out canoes; but little success has yet been achieved.

Railways.

Communication with the sea is effected by the Nyasaland Railways and the Central Africa Railway running to the north bank of the Zambezi River and the Trans-Zambezia Railway which runs from the south bank to Beira. The river termini of these railways were formerly situated at Chindio and Murraca respectively and were connected between these two points by a steamer ferry. The difficulties and delays in transhipping heavy goods traffic by means of this ferry service were enormous, and in 1930 the project of providing a bridge over the Zambezi River between Sena on the south and Donna Anna on the north bank, about 26 miles upstream from Murraca, was undertaken. On the 1st March, 1935, the first passenger and mail trains crossed the Zambezi Bridge, thus establishing through communication between Nyasaland and the port of Beira and giving Nyasaland reliable and unbroken access to the seaboard. The bridge has a total length of 12,064 feet, or 2·285 miles, and approximately 17,000 tons of steelwork were used in its construction. It is the longest railway bridge in the world.

In 1934 an extension of the Nyasaland Railways from Blantyre to Salima, a distance of 160 miles, was opened for traffic.

Nyasaland now possesses a continuous transportation system extending from her most northerly boundary to the final outlet at Beira, the third most important port in the South African sub-continent.

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Of the Nyasaland Railways and Central Africa Railway, 289 miles lie within the Protectorate and 24 miles in Portuguese Territory, while the entire 182 miles of the Trans-Zambezia Railway lie in Portuguese Territory. All these railways are of 2′ 6″ gauge and are fully equipped for the conveyance of goods and passengers. They are under one combined management locally, and share a common office and management in London.

Nyasaland Railways, Limited, was registered in October, 1930, to acquire the debenture stock and shares of the Shire Highlands Railway, Nyasaland, Limited, which had previously owned and operated the line between Blantyre and Port Herald, and also the greater part of the issued share capital of the Central Africa Railway Company, Limited, which owns the line from Port Herald to Donna Anna on the north bank of the river. The Trans-Zambezia Railway Company, Limited, was registered in 1919 to construct and work in the territory of, and under concession from, the Companhia de Mocambique, 156 miles of railway from Murraca (since extended to Sena, a further 25 miles) on the southern bank of the Zambezi River to Dondo on the Beira Junction Railway, 18 miles from Beira, the Company to have running rights over these 18 miles of Beira line, with terminal and other facilities.

Roads.

The total mileage of main roads, exclusive of those in townships, has been re-classified as follows:—

	Aggregate Length. Miles.
Class I.—Paved surface.	
(*a*) Full width	4
(*b*) Tracks or strips	2
Class II.—Improved surface.	
(*a*) Water-bound macadam ...	112
(*b*) Gravel, laterite, etc. ...	7
Class III.—Natural surface.	
(*a*) All-weather	850
(*b*) Seasonal	877
Total	1,852

In the category " Principal District Roads " are 540 miles, of which 200 miles are normally useable throughout the year and 340 in the dry season only. Other District Roads total 1,392 miles, of which 803 miles are suitable in the dry weather for light lorries and 589 miles for passenger cars only. The total mileage of roads maintained by Government is 3,784.

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The road system serves all areas of production not directly served by rail or lake steamer and gives access by motor-car (but in a few cases during the dry season only) to all administrative stations.

The traffic between Nyasaland and neighbouring countries is increasing yearly; the following are the numbers of vehicles recorded as crossing the border:—

Blantyre—Mwanza—Tete—Salisbury (Portuguese East Africa and Southern Rhodesia), 1,135 lorries and 700 cars.

Mlanje—Quelimane and Pebane (Portuguese East Africa), 387 lorries and 1,359 cars.

Lilongwe — Fort Manning — Fort Jameson — Lusaka (Northern Rhodesia), 856 lorries and 712 cars.

Mzimba—Fort Hill—Tunduma—Mbeya and Abercorn (Tanganyika and Northern Rhodesia). Passage of vehicles not recorded.

The first three of the routes mentioned are used throughout the year; while the last route, which is known as " the Great North Road," is now impassable to light traffic only for short periods when heavy rain occurs. This road is of increasing importance as the shortest link between Tanganyika and Southern Rhodesia and it is hoped to enhance its usefulness by the construction of a branch from Fort Hill to the Lake at Karonga.

Air.

Air traffic increased during 1938 to an extent which could not have been anticipated from the comparatively slow progress of previous years. The number of aircraft using the three principal aerodromes of the Protectorate rose from 437 in 1937 to 737 in 1938, the number of passengers from 645 to 1,340, and the weight of mails and goods from 64,500 lb. to 104,205 lb.

This development in the more general use of aircraft may be attributed to the successful operation, without incident, of the regular air services, and to their extension during the year to include a twice weekly service between Chileka, Lilongwe, and Fort Jameson in Northern Rhodesia. It is probable that the provision of a wireless station at Chileka during 1939, and the added security to aircraft and passengers which the presence of this station will afford, will lead to a further increase in the use of these regular air services.

The additional regular service via Lilongwe to Fort Jameson, which began in June, 1938, necessitated the provision of improved aerodrome facilities at Lilongwe. The original aerodrome had the disadvantage of being three miles from the township, and could be reached only by a road which might easily become impassable during the rainy season. A new

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aerodrome, a thousand yards square, was therefore constructed within the township area, and was opened for the use of aircraft during the year.

Improvements to other landing grounds were carried out by the provision of corner markings and circles, and by extensions to the area. The construction of three new landing grounds was begun, and it is hoped that these will be ready for use early in 1939.

The activities of the Aero Club of Nyasaland were somewhat curtailed during 1938 owing to the absence on leave of the pilot instructor. The annual training of the old pilots was, however, completed, and three more pilots were trained, before work was discontinued in March. The Club purchased a second aircraft for the training of its pupils, and it is anticipated that with the help of this additional machine, and the return to the country of the instructor, considerable progress will be made in 1939.

Motor Transport.

The following table gives the statistics of Motor Transport in use in Nyasaland during the past ten years:—

Type of Vehicle.	*1929.*	*1930.*	*1931.*	*1932.*	*1933.*	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
Cars and lorries	1,096	1,267	1,255	1,315	1,263	1,217	1,286	1,331	1,406	1,454
Agricultural Tractors.	—	—	—	—	—	—	—	—	14	14
Trailers ...	98	104	102	103	97	106	93	90	84	83
Motor bicycles and side-cars.	1,187	1,211	866	908	783	700	630	561	529	504
Totals.	2,381	1,582	2,223	2,326	2,143	1,923	2,009	1,982	2,033	2,055
Percentage increase.	4·1	11·85	—	4·63	—	—	—	—	2·57	1·08
Percentage decrease.	—	—	14·17	—	7·88	5·59	·69	1·36	—	—

Of the 2,055 motor vehicles in Nyasaland, 1,500 are owned by Europeans, 268 by Asiatics, and 287 by Africans. These figures represent a ratio of one vehicle to 1·26, 6·08 and 5,699·66 of the European, Asiatic and African populations respectively, or one to 797·72 of the total population.

The following appear to be the most popular makes of passenger cars registered in the Protectorate during 1938:—Number registered, Standard (27), Hillman (23), Morris (10), Austin (8), Ford (8), Chevrolet (7) and Vauxhall (4). The popular makes of commercial vehicles were: Chevrolet (19), Commer (18), Ford (13), International (9) and Diamond (9).

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The box-body type of vehicle is favoured by Government officials who have to travel extensively, and by planters who use their cars for combined pleasure and business purposes.

Transport contractors are in favour of the fast medium diesel lorry with a pay-load of 50-60 cwt. At present there are 32 of this type of vehicle registered, as against 14 for the previous year.

Motor cycles are steadily decreasing in numbers owing to the extended use of light cars. Of the 287 vehicles owned by Africans 80 per cent. are second-hand motor cycles, mostly of an old type.

Posts.

There are forty-five post offices in the Protectorate and one office which transacts telegraph business only. These offices are spread throughout the whole country from Karonga in the north, approximately 18 miles from the Tanganyika border, to Port Herald in the south, 16 miles from the Portuguese border, and are connected by mail services of varying frequency from once daily to once weekly.

Mails are forwarded by air, rail, motor lorry, lake vessel, bicycle and mail carrier. The mail for the most northerly offices is conveyed from the railhead at Salima to Mzimba by lorry, and beyond that point is forwarded by mail carriers. Mails for Ncheu, Mlangeni, Dedza and Mkhoma are off-loaded at Balaka station and conveyed to their destination by motor lorry. Those for other northern offices are conveyed from Blantyre to Salima by rail and thence to Dowa and Lilongwe by motor lorry. A further motor service operates to the border station of Fort Manning and continues thence to Fort Jameson in Northern Rhodesia. The mail carrier services are maintained during all weathers and the carriers are provided with shot guns for protection against wild animals.

From Karonga the carrier service is continued west to Abercorn and Fife in Northern Rhodesia, and north to Tukuyu in Tanganyika Territory. Other branch carrier services connect the lake stations to the main route.

The twice weekly experimental air mail service from Blantyre to Lilongwe and Fort Jameson, which is referred to above, was inaugurated in May, and is operated by the Rhodesian and Nyasaland Airways Limited.

Once every two weeks, letter mails for the lake stations and parcel mails for all stations north of Mzimba are forwarded by rail to Chipoka, on the northern extension of the railway, for transfer to the S.S. *Guendolen* or M.V. *Mpasa,* which, after a round trip of Lake Nyasa, return 15 days later with outgoing mails.

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For the purpose of assisting delivery and postings at outlying villages, certain approved village headmen are issued with a mail bag and an imprest of postage stamps to the value of £1. A messenger supplied by the village headman carries mail to and from the nearest post office. This arrangement has proved increasingly useful and popular and is now operating in 57 villages.

Letter mails to and from countries participating in the Empire air mail scheme are despatched and received by air through Chileka air-port, 11 miles from Blantyre. These countries include Great Britain, Southern and Northern Rhodesia, South Africa, Tanganyika, Kenya, India, Malaya, Canada, Newfoundland, Australia and New Zealand. The Rhodesian and Nyasaland Airways, Limited, operate a feeder service twice weekly through Salisbury to connect with Imperial Airways' main route at Beira. The twice weekly letter mail to and from England, taking approximately a week in each direction, is a great boon to Nyasaland.

Surface mails are despatched to and received from South Africa, Southern and Northern Rhodesia and Portuguese East Africa by rail twice a week. Overseas surface mails are despatched and received once weekly and are conveyed by rail to and from Capetown, via Beira and Salisbury, and by Union Castle steamer between Capetown and Southampton. The time taken from Blantyre to Southampton is 22 days, and in the reverse direction 21¼ days. Overseas parcel mails are railed to and from Beira and carried by steamer between that port and London. The time occupied in transit is approximately 41 days.

Surface mails circulating to and from external countries are dealt with by the travelling post office which operates between Blantyre and Sena (Portuguese East Africa) twice weekly in both directions.

Telegraphs.

The main telegraph system was originally constructed by the African Transcontinental Telegraph Company. Cecil Rhodes, who was the driving force behind the company, conceived the idea of linking up by telegraph the distant countries under British control north of the Zambezi, with a view to the establishment of an all-British telegraph route from the Cape to Cairo. He thus hoped to secure an alternative route between South Africa and Great Britain which should be cheaper than that provided by the submarine cable from Capetown, by which the charge was at that time 11s. a word.

The line was built in 1896 from Salisbury via Tete in Portuguese territory to Blantyre. From Blantyre the construction proceeded northwards along the Lake shore to Karonga in the extreme north of the Protectorate, where it branches northwest to Fife and Abercorn and, crossing the then German East

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Africa border, proceeded northwards through Bismarcksburg (now Kasanga) to Ujiji on the eastern shore of Lake Tanganyika. Ujiji was reached in 1902, the year in which Cecil Rhodes died, and with his death the construction ceased. The dream of linking up the south with the north by telegraph never matured.

A branch line was also constructed by the African Transcontinental Telegraph Company from Domira Bay to Fort Jameson where a telegraph office was opened in 1898.

In 1936 the continued rise of Lake Nyasa inundated the office at Domira Bay and the junction point for Fort Jameson was moved to Salima.

In 1925 the Company went into liquidation and its immovable assets, represented by over 1,000 miles of well-built telegraph line and numerous telegraph offices in Nyasaland, Northern Rhodesia and Tanganyika, were taken over by the respective Governments at a purchase price of £12,500, the Nyasaland share being £10,750. The section running through Portuguese territory was purchased for £2,000, the Nyasaland and Southern Rhodesia Governments sharing the cost on the basis of line mileage on each side of the Zambezi.

Since that date new lines have been built by Government and additional offices opened, the total number of the latter now being 27, excluding 17 public telegraph offices which are operated by Nyasaland Railways, Limited.

Fortunately the level of Lake Nyasa did not continue to rise in 1938, and no additional deviations of the northern telegraph line were necessary. The floods had, however, necessitated the deviation of a long stretch of line between Liwonde and Fort Johnston.

Overseas telegraph traffic is sent via the Cable and Wireless beam station at Salisbury. A cheap flat rate for Empire cablegrams was introduced in April 1938. The full rate is 1s. 3d. a word to and from any part of the Empire.

Telephones.

There are in the Protectorate nine post office telephone exchanges, and three railway and eighteen post office public call offices, providing telephonic intercommunication between all important centres south of the Lake. The total number of telephones in use is now 348.

Wireless.

There are no wireless transmitting stations operating in the Protectorate, either for commercial or broadcasting purposes.

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The number of wireless receiving sets used by private persons increased by 5. Of the 281 sets at present in use 193 are of British make, 56 American, 24 Dutch and the remainder the product of various other countries.

XII.—PUBLIC WORKS.

The actual recorded expenditure of the Public Works Department, compared with that of the previous year, was as follows:—

	1937.	1938.
	£	£
Public Works Department	14,173	23,281
Public Works Recurrent	15,315	15,640
Public Works Extraordinary	16,364*	12,887
Loan Expenditure (Roads)	9,309	5,504
Colonial Development Fund	355	309
	£65,518	£57,621

* Includes £5,404 charged to Colonial Development Fund in previous years and transferred in 1937.

The design, construction and maintenance of all public works, with the exception of municipal undertakings in Blantyre and Limbe and of village water-supplies controlled by the Geological Survey Department, are in charge of the Public Works Department, with headquarters at Zomba where the main offices, workshops and stores are situated.

For executive purposes two divisions, the Southern and Central, are established under Executive Engineers with headquarters at Blantyre and Dedza respectively. The Northern area is in charge of an Assistant Engineer at Mzimba, and the South Nyasa area is under the direct control of headquarters.

The upkeep of district roads, which aggregate 1,392 miles in length, is undertaken by the District Administration with funds allocated by the Public Works Department. The mileage of roads maintained by the Department itself amounts to 2,392: in 1938 the cost of maintainance of the road system, totalling 3,784 miles, was £9,859, representing an average expenditure of £2 12s. 0d. per mile.

The transfer of responsibility for the upkeep of certain district roads to Native Authorities is gradually being extended as their capacity to bear this responsibility develops. The districts in which such transfer has been effected to a certain extent now include Zomba, Chinteche and Mzimba.

Expenditure on the maintenance and improvement of buildings amounted to £3,510, representing 1·48 per cent. of their total capital value.

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Considerable progress was made in the improvement of the older quarters and offices, in conformity with modern standards; but far more remains to be done in this direction than can be financed from the ordinary maintenance vote. Besides roads and buildings the Public Works Department maintains pipe-borne water-supplies at Zomba, Lilongwe and Mlanje, and various wells at other stations. It also operates on a profitable basis the hydro-electric undertaking in Zomba which in 1938 showed an excess of revenue over expenditure of £159. The capacity of both the water and electricity supplies in Zomba has been over-taxed, particularly during the dry season, owing chiefly to developments connected with native services; and the time has come for substantial expansion to meet present and future requirements. An increase in the official scale of Government furniture caused a glut of work in the carpenters' shop; and to augment supplies, orders had to be placed with the Scottish Mission, Blantyre.

A number of capital works were executed during the year. In Blantyre, new offices were built for the Provincial Commissioner and Labour Commissioner; two houses were purchased for Government quarters and were thoroughly reconditioned, and a Publicity office was built.

New Administration offices were completed at Mlanje early in the year. These are the first new district offices to be built for many years, and with the new court-house adjoining, show a greatly improved standard of design and construction.

In Zomba, the sanitation scheme as originally approved was completed by the erection of several public latrines. The addition of an upper storey to one of the main blocks of cells at the Central Prison was completed; this provides accommodation for about 100 prisoners. The construction of a mental hospital for Natives near the Central Asylum and of a training centre for native medical staff was begun. Additional quarters for Government employees were built in the native location.

At Lilongwe the extension and improvement of the Post Office was completed, and the European Hospital, towards the cost of which £1,000 was contributed by the local community, had been roofed by the end of the year.

Many capital improvements were effected on the main road system, notably the completion, under difficult conditions, of the new Murchison bridge across the Shire River on the road from Blantyre to the North. The replacement of temporary bridges and culverts on the Great North Road, connecting at Tunduma with the road system of Tanganyika and Northern Rhodesia, proceeded; and this road is now passable throughout the year except for short periods following heavy rainfall.

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The metalling of roads in the tea growing area of Cholo was continued; and in the neighbouring district of Mlanje various improvements were made with the object of assisting this important industry.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The Courts of the Protectorate consist of the High Court, with jurisdiction over all persons and over all matters in the Protectorate, and courts subordinate thereto. There are also native courts, which are supervised by the Provincial Commissioners.

Subordinate courts are nominally of the first, second and third class with differentiated powers of trial of natives and non-natives, the trial of non-natives in certain matters being reserved to courts of the first and second classes.

There is at present no court of the first class, for Provincial Commissioners do not hold warrants as Magistrates, and the court of the first class in Blantyre, which used to be presided over by a Town Magistrate, no longer sits. The second and third class courts are presided over by the District and Assistant District Commissioners of each district.

The Criminal Procedure Code confers on first and second class courts a limited jurisdiction over Europeans and Non-Natives, the sentences which may be imposed upon these two classes by a court of the second class being limited to six months. The graver crimes are tried by the High Court after a preliminary inquiry before a court of the second or third class.

Subordinate courts of the first and second class may try natives for any offence under the Penal Code or any other law, other than treason, misprision of treason, murder, and manslaughter; but any sentence of more than six months' imprisonment is subject to confirmation by the High Court. Subordinate courts have the power to commit serious cases for trial to the High Court.

In recent years the majority of charges of murder and manslaughter have been tried by the High Court after a preliminary magisterial inquiry. The previous procedure which, under Section 202 of the Criminal Procedure Code, enabled subordinate courts to try such charges subject to confirmation of the finding by the High Court, has now been abolished. All charges of murder and manslaughter are now committed for trial before the High Court.

In civil matters, courts of the first, second and third class have jurisdiction over Europeans and Asiatics in all matters in which the amount or value in dispute does not exceed £100, £50 or £25

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respectively. " Courts of the first and second class may subject to the provisions of article 20 of the British Central Africa Order in Council, 1902, try any native civil case and courts of the third class may subject as above and subject to the provisions of Section 13 (of the Courts Ordinance—Cap. 3 R.L.N.) try any such case ". Section 13 reserves certain cases " of such importance as not to fall under the head of mere district discipline " to courts of the first or second class or the High Court, unless the Governor shall otherwise direct.

Native courts were established in 1933 to exercise over natives such jurisdiction as the Governor may by warrant under his hand authorize a Provincial Commissioner by his warrant to confer upon the court. Certain territorial limits are set by the Ordinance and certain subjects are reserved to other courts. For offences against native law and custom they may impose a fine or may order imprisonment or corporal punishment " or may inflict any punishment authorized by native law or custom, provided that such punishment is not repugnant to natural justice and humanity, and that the fine or other punishment shall in no case be excessive but shall always be proportioned to the nature and circumstances of the case ".

The High Court may call for the records of all Courts subordinate to itself, to satisfy itself as to the legality and propriety of the proceedings and sentence.

Records of the Native Courts are similarly dealt with by District Commissioners.

Appeals from subordinate courts in civil and criminal matters lie to the High Court.

Appeals from Native Courts lie to the District Commissioners, Provincial Commissioners and ultimately to the Judge of the High Court.

Appeals from the High Court in civil and criminal matters lie to the Court of Appeal for Eastern Africa.

The Judge arranges Circuits at convenient times, and so far as is possible fixes the venue in or near the District in which the alleged crime has been committed. He also inspects the court books and files of subordinate courts. He is *ex officio* Visiting Justice of the central and district prisons of the Protectorate.

Police.

The Nyasaland Police Force was reorganized in 1920, and the present establishment consists of nine Officers, two Inspectors, three Assistant Inspectors, three Asian Sub-Inspectors and 499 African ranks.

Although it is essentially a civil Force, all the rank and file are armed with S.M.L.E. rifles and in case of war the Force is liable to be called upon to serve with regular troops.

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The Headquarters in Zomba comprise of a Training Depot, a Criminal Investigation Department, a Finger Print Bureau, an Immigration Department, a Passport Office and a Central Registry of Motor Vehicles.

Owing to the limited staff, European police officers are in charge of units in only the more settled areas. During the year, an officer was posted for the first time to the Northern Province, and was stationed at Lilongwe. In other areas the District Commissioners are in command of the Police units in their respective districts.

In areas where police officers are in charge, statistics of crime are recorded in detail. During 1938 the number of cases dealt with by the police in such areas was 3,421 as against 2,961 in the previous year, an increase of 460. Offences against the person numbered 295 or 8·62 per cent. of the total number of cases reported, while offences against property were 1,197 or 34·98 per cent.

Property reported stolen was valued at £1,900 0s. 5d.; of this, property to the value of £555 12s. 1½d. or 19·1 per cent., was recovered.

The number of true cases of murder was 16 as against ten during the previous year.

Prisons.

The established prisons comprise a Central Prison at Zomba, 19 district prisons situated at the headquarters of the administrative districts, a district prison at Limbe and temporary prisons at Chileka Aerodrome in the Blantyre district, at Mkulas in the Upper Shire district and at Mlanje and Cholo. All prisons are under the general control of the Chief Inspector of Prisons who is also Commissioner of Police.

The Central Prison is for the reception of Europeans, Asiatics, long-sentence Africans, coloured persons and recidivists.

Accommodation at the Central Prison for non-Europeans consists of two blocks. One block contains 28 association wards, 12 to accommodate six prisoners each and the remaining 16 eight each. The second block contains 66 single cells, four association cells with a capacity for eight prisoners each and six association wards each of which will accommodate six persons.

Asiatics and coloured persons are accommodated in the single cells.

Within the main walls of the Central Prison are the hospital and some of the workshops. The hospital contains two large wards and a smaller one for serious cases.

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A large building contains the shops, in which are employed tailors, leather workers, weavers, mat-makers and tinsmiths. The carpenters' shop is outside the main walls, as are also wards for lepers, for those suffering from venereal and other dangerous diseases, and for the observation of new arrivals.

The female prison is entirely separate and contains one ward and four single cells. This section has a large exercise yard and is surrounded by a wall. Female prisoners are usually employed on garden work.

The European section is also separate and contains five rooms, a store and a bathroom, all surrounded by a large exercise yard.

Recidivists are kept apart from first offenders while young prisoners are separated from the older ones. The younger prisoners are housed in association in " A " block and work apart from the others. Prisoners who have to serve a sentence long enough to make it possible to teach them a trade are put into the workshops. Numbers of prisoners who have been of exemplary character and have proved trustworthy have, on release, been given letters of recommendation by the Superintendent. Many of them have thus been able easily to obtain work as artisans, bricklayers, etc.

During 1938 the value of labour given to various Government Departments amounted to £1,718 5s. 9d.

The numbers of admissions during 1938 compared with those for 1937 were:—

	1937.	*1938.*
European males	2	—
Asiatic males	1	2
Coloured males	2	3
African males	255	231
African females	2	3
	262	239

The average daily number of prisoners in the Central Prison during 1938 was 309·36 compared with 329·50 during 1937.

The general health of the prisoners was excellent. The number of admissions to hospital during 1938 was 169 compared with 221 in 1937. The daily average on the sick list was 15·06. The majority of those who were admitted to hospital were new arrivals suffering from venereal and intestinal diseases. Only two deaths occurred during the year, one from pellagra and the other from acute dilation of the stomach. The death rate per thousand of the total prison population was 3·46. Two executions were carried out.

Frequent services were held for the benefit of those prisoners professing Christianity.

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District prisons of the older type mostly consist of association wards, but all new prisons are being built on modern lines and to a standard plan. District prisons are under the supervision of Administrative or Police Officers; and the African staff consists of either African warders or police constables.

XIV.—LEGISLATION.

The following is a résumé of the more important legislation enacted during the year 1938:—

No. 2. The Post Office (Amendment) Ordinance, 1938.

No. 3. The Stamp (Amendment) Ordinance, 1938.

These two Ordinances are designed to enable the Governor to demonetise old issues of postage and revenue stamps respectively.

No. 5. The King's African Rifles (Amendment) Ordinance, 1938, limits the power of awarding corporal punishment to courts-martial.

No. 14. The Marketing of Native Produce Ordinance, 1938, is designed to control and assist the marketing of native produce, and will be brought into force at some future date when circumstances warrant its introduction.

No. 15. The Licensing (Amendment) Ordinance, 1938, is designed to ensure as far as possible uniformity of policy in the granting of licences, and to prevent overtrading.

No. 18. The Criminal Procedure Code (Amendment) Ordinance, 1938, provides for the trial of murder and manslaughter cases by the High Court.

No. 20. The Factories Ordinance, 1938, is a measure for the protection of employees in factories.

No. 21. The Police (Amendment) Ordinance.

No. 22. The Prisons (Amendment) Ordinance, 1938.

No. 23. The Asylums (Amendment) Ordinance, 1938. The primary object of these three Ordinances is to provide for the payment, to dependents of members who die in the service, of such gratuity as the member had already earned by reason of service, or would have received if he had retired on account of ill health.

No. 24. The Dogs (Amendment) Ordinance, 1938, provides for the more effective control of native owned dogs, as a measure to guard against the spread of rabies in the Protectorate.

No. 26. The Motor Traffic (Amendment) Ordinance, 1938, provides for the compulsory insurance of motorists against third party risks. It will be observed that by the new section 161 provided that before the Ordinance is brought into operation, the Governor must be satisfied that it will cause no hardship to motorists.

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No. 27. The Employment of Natives (Amendment) Ordinance, 1938, provides for the issue of certificates of identity to all natives who desire to leave the Protectorate.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

The Standard Bank of South Africa, Limited, maintains branches at Blantyre, Limbe, Lilongwe and Zomba, while Barclays Bank (Dominion, Colonial and Overseas) has branches at Blantyre and Limbe.

The Post Office Savings Bank conducts business at the 23 more important offices. There was a further increase in the number of native depositors from 2,246 to 2,631. The total number of open accounts rose from 1,738 in 1937 to 3,185 in 1938, while the total amount on deposit advanced from £51,680 to £57,589.

Currency.

English gold, silver and copper coins are legal tender in the Protectorate. The gold standard was abandoned with effect from the 12th October, 1931, and the English sovereign is now at a premium of 13s. 6d. Bank notes issued by the Standard Bank of South Africa, Limited, and Barclays Bank (Dominion, Colonial and Overseas) in the territory of Southern Rhodesia are legal tender in Nyasaland. Silver coins of the denominations half-crown, florin, shilling, sixpence and threepence and cupro-nickel coins issued by the Government of Southern Rhodesia are current in the Protectorate and are legal tender for any amount not exceeding £2.

Weights and Measures.

Imperial weights and measures are in standard use throughout the Protectorate.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The revenue and expenditure for the past three years was as follows:—

	Revenue £	*Expenditure* £
1936	798,426	754,217
1937	1,029,933	1,002,548
1938	842,626	810,261

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Loans in aid of the Trans-Zambezia Railway Annuities, and grants from the Colonial Development Fund are included under revenue, while under expenditure are also included disbursements in respect of the same services.

Public Debt.

The public debt of the Protectorate on 31st December, 1938, amounted to £5,373,820 made up as follows:—

	£
Redemption of Railway Subsidy Lands	110,407
East Africa Protectorates Loan, 1915–1920	34,876
Trans-Zambezia Railway Guarantee and Annuities ...	1,658,537
Nyasaland 4½ per cent. Guaranteed Loan	2,000,000
Nyasaland 3 per cent. Guaranteed Loan	1,570,000
Total	£5,373,820

Taxation.

The main heads of taxation, together with their yields, were:—

	£
Customs and Road and River Dues ...	190,617
Hut Taxes	145,027
Income Tax	42,918
Non-Native Poll Tax	4,212
Licences	31,784

Hut Tax.

A hut tax of 6s., if paid before the end of September in each year, and 9s. if paid thereafter, is payable by every adult native owning or occupying a hut. The tax is payable in respect of each hut owned. Exemption is granted in respect of widows and any other person who on account of age, disease or other physical disability is unable to find the means wherewith to pay the tax. District Commissioners may also, subject to the general or special directions of the Governor, exempt from the payment of the whole or any part of the tax any person who produces satisfactory evidence that owing to economic conditions he is unable to pay.

Every adult male native who is not liable to pay hut tax must pay a poll tax equivalent to the tax on one hut.

Employers of natives who have entered the Protectorate from other territories are required to pay tax on behalf of such natives at the rate of one-twelfth of the total tax a month, and may recover the sums thus paid from their employees.

Native visitors who do not obtain employment are exempt from poll tax.

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Income Tax.

Every non-native adult male is required to pay income tax as imposed by the Income Tax Ordinance, 1925, as amended, subject to certain abatements and allowances.

No tax is payable on incomes of £300 and under and, in the case of a married man, on £600 and under. There are also allowances for children and insurance. Companies are taxed at the rate of 2s. 6d. in the pound, subject to relief in respect of double Empire tax.

A poll tax of £2 is imposed on every adult non-native male by the Non-Native Poll Tax Ordinance of 1928.

Licences.

These are imposed under various ordinance and consist of the following, the collection during 1938 being shown against each:—

	£
Arms and Ammunition	907
Bankers	65
Bicycles	2,894
Bonded warehouse	60
Game	457
Hawkers	38
Liquor	746
Miscellaneous	159
Tobacco	17
Trading	14,026
Dog	162
Trout	42
Motor Vehicles	7,551

XVII.—MISCELLANEOUS.

Lands and Survey.

The Nyasaland Protectorate (Native Trust Land) Order in Council, 1936, divides the land of the Protectorate into three classes—Crown Lands, Reserved Lands and Native Trust Land.

Crown Lands are defined as being all lands and interests in land acquired or occupied by or on behalf of His Majesty. Reserved Lands include land in townships, reserves at Government Stations, forest reserves and all land alienated prior to the enactment of the Order in Council. All the land in the Protectorate other than Crown and Reserved Land is Native Trust Land.

In the Native Trust Land the Governor may grant rights of occupancy for any term not exceeding ninety-nine years.

During the year 1938 eleven leases of Reserved Lands totalling 5,187½ acres and sixteen rights of occupancy of Native Trust Land totalling 2,365 acres were granted.

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Six leases of Reserved Lands were converted from short term leases under the old Crown Lands Ordinance into long term leases under the present Ordinance. The areas affected amounted to 4,767 acres.

Sixteen leases totalling 9,000 acres were determined by formal surrender, by expiry, or in connection with the conversions referred to above; but of these, six leases totalling 4,255 acres were re-leased on conversion to the former lessees.

Seventy yearly tenancies, the majority for trading plots, were issued; and forty-six were cancelled.

Thirty surveys, covering 7,880 acres, were completed during the year.

Mining.

Exclusive Prospecting Licences were granted to the Anglo-American Corporation of South Africa, Limited, in respect of the deposits of bauxite on Mlanje Mountain and to the Trans-African Base Metals Corporation, Limited, in respect of deposits of kyanite near Dzonze Hill in the Ncheu District. Samples of both of these minerals have been exported by the prospecting Companies for assay and report as to commercial value.

The interest in prospecting for gold has not revived and no native gold was exported during the year.

No discoveries of precious metals or other minerals of any importance have been reported.

Immigration.

The Commissioner of Police is the Principal Immigration Officer. He is assisted by all other Officers and Inspectors of Police, as well as by certain District Commissioners and Customs Officers.

The ports of entry are Port Herald, Chileka, Fort Manning, Fort Johnston, Karonga, Mzimba, Dedza, Ncheu, Chikwawa and Mlanje.

All persons arriving in the Protectorate must report to an immigration officer and satisfy him that they are not prohibited immigrants. They should be in possession of passports or other documentary evidence of identity and nationality.

Entry is restricted in the case of persons convicted of serious crime; those suffering from infectious, contagious or mental disease; those likely to be dangerous to peace and good order; or those likely to become a burden upon public funds.

Persons in the following categories are allowed, if their identity is established, to proceed without further formalities:—members of His Majesty's regular naval or military forces; persons accredited to the Protectorate by or under the authority of the

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Imperial or of any foreign government; persons domiciled in the Protectorate and not otherwise prohibited from entry; and the wives and children of such persons.

Other non-native immigrants must be prepared to make a deposit of £100 or to produce some other acceptable security. This policy is strictly followed when dealing with persons who appear to be in an impecunious condition and who may be liable to become a public charge. Visitors who arrive for a temporary stay are not put to any inconvenience.

The number of non-Native persons, including returning residents and persons in transit, who entered the Protectorate during each of the past five years is set out as follows:—

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
Europeans ...	3,478	3,980	3,759	4,643	5,190
Asiatics... ...	1,342	1,084	1,013	1,228	1,395

During 1938 the methods of transport adopted by immigrants (including transmigrants) arriving in the Protectorate were:—

	Air.	*Rail.*	*Road.*	*Water.*
Europeans ...	565	1,072	3,540	13
Asiatics ...	—	593	792	10

The Native Welfare Committee.

The Native Welfare Committee, which now operates under the Chairmanship of the Chief Secretary, continued to advise Government on all matters connected with the well-being of natives in the Protectorate. Among the subjects which came under its consideration, and on which recommendations were submitted to Government were the control of soil erosion, trypanosomiasis, rodents, and rabies; the auction floor system of buying native tobacco; the control of grass fires; the marketing of native produce; the establishment and control of rural dispensaries; rice production; cattle utilization; and co-operative marketing of ghee; boat-building for natives; small-holding schemes; and native charities. The Committee maintained close touch with the personnel of the Nutrition and Fisheries Surveys, and was instrumental in advising on the methods to be adopted in carrying out the Educational Survey.

A memorandum setting out the native policy of the Government was compiled by the Committee and was published during the year.

Co-operative Societies.

Thanks to the generosity of the Trustees of the Carnegie Corporation it was possible to detail an officer to make a study of the co-operative movement in other countries. This officer

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returned to the Protectorate in March; and since then it has been possible to start a few local co-operative societies. The movement is as yet, of course, in its infancy; but future prospects are reasonably hopeful.

APPENDIX.

GOVERNMENT PUBLICATIONS.

Title of Publication.	Circulation.	Published Price and Subscription Rate.	Cost of Postage to United Kingdom.	Where obtainable and address of London Agent, if any.
GOVERNMENT PUBLICATIONS.				
Nyasaland Annual Report		2s.	2d.	His Majesty's Stationery Office, York House, Kingsway, London, W.C.2.
GAZETTE.				
Nyasaland Government Gazette	500 Monthly.	6d. 7s. 6d. per annum.	1s. 6d. per annum	Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1, and Government Printer, Zomba.
do. (bound vol.)		12s. 6d.	1s.	
LEGISLATION, ETC.				
Revised Edition of Ordinances, Orders in Council, Proclamations, Rules and Notices to 1933 (3 vols.)		£1 per vol.	1s. 6d. per vol.	do.
Ordinances, Orders in Council, Proclamations, Rules and Notices—				
1934		7s 6d.	10d.	do.
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1936		7s. 6d.	6d.	do.
1937		7s. 6d.	6d.	do.
Comprehensive Index to Laws in Force on 31st December, 1937 ...		3s. 6d.	2d.	do.
Law Reports 1927–1933, Vol. III		3s. 6d.	3d.	do.
DEPARTMENTAL REPORTS.				
Agriculture		2s. 6d.	2d.	do.
Audit		1s.	2d.	do.
Education		2s. 6d.	2d.	do.
Financial		2s. 6d.	2d.	do.
Forestry		1s.	2d.	do.

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DEPARTMENTAL REPORTS —*cont.*				
Geological Survey ...		2*s.* 6*d.*	2*d.*	Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1, and Government Printer, Zomba.
Medical		4*s.*	2*d.*	do.
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Posts and Telegraphs ...		1*s.*	2*d.*	do.
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Veterinary		1*s.*	2*d.*	do.
Water Supply		2*s.* 6*d.*	2*d.*	do.
OTHER GOVERNMENT PUBLICATIONS.				
Handbook of Nyasaland, 1932		5*s.*	6*d.*	do.
Blue Book, 1937		5*s.*	5*d.*	do.
The Census Reports of the Nyasaland Protectorate, 1911, 1921, 1926 and 1931		5*s.* each	2*d.*	Government Printer Zomba.
Handbook on Cotton and Tobacco Cultivation in Nyasaland (McCall), 1920		5*s.*	3*d.*	do.
Native Education Conference Report, 1927 ...		3*s.* 6*d.*	2*d.*	do.
Finance Commission Report, 1924		2*s.* 6*d.*	2*d.*	do.
Road Guide, 1932 ...		1*s.*	2*d.*	do.
Native Agricultural Committee Report, 1930 ...		6*d.*	2*d.*	do.
Report on Tea Cultivation and its Development in Nyasaland (Mann), 1933		2*s.* 6*d.*	2*d.*	do.
Land Bank Report, 1936		1*s.*	1*d.*	do.
Emigrant Labour Report, 1935		5*s.*	4*d.*	do.
Direct Taxation of Natives in the Nyasaland Protectorate (Smith), 1937		1*s.*	2*d.*	do.
Nyasaland Natives in the Union of South Africa and Southern Rhodesia (Abraham), 1937 ...		2*s.* 6*d.*	2*d.*	do.
Nutritional Review of the Natives of Nyasaland, 1938		2*s.* 6*d.*	2*d.*	do.

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OTHER GOVERNMENT PUBLICATIONS—*cont.*				
Report of the Commission Appointed to Enquire into the Financial Position and Further Development of Nyasaland (Bell), 1938		10*s.*	8*d.*	His Majesty's Stationery Office, York House, Kingsway, London, W.C.2, and Government Printer, Zomba.
Post Office Guide and Directory, 1937 ...		2*s.*	4*d.*	Postmaster-General, Zomba.
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No. 14—Tea Seed Management.				

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"Masamalidwe a Nthaka" (Land Use in Nyasaland) (Clements)—1938		3*d*.	1*d*.	Director of Education, Zomba.
Check List of the Forest Trees and Shrubs of Nyasaland, 1936 ...		4*s*.	6*d*.	Conservator of Forests, Zomba.
GEOLOGY.				
The Physiography, Geology and Mineral Resources of Nyasaland...		1*s*.	2*d*.	Director of Geological Survey, Zomba.
BULLETINS.				
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No. 5—The Chilwa Series of Southern Nyasaland ...		5*s*.	3*d*.	do.
Water Supply Papers.				
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No. 4—Water Supply Conditions of country traversed by proposed Railway Extension to Lake Nyasa (1929)		1*s*.	2*d*.	do.
A Practical Handbook of Water Supply (Dixey)		21*s*.	6*d*.	do.
Various papers on the Geology, Mineral Resources, and Water Supply of Nyasaland		—	—	do.
OTHER PUBLICATIONS.				
The Nyasaland Times ...	700 Twice weekly.	3*d*. Thursday 3*d*. Monday, 30*s*. per annum for Nyasaland 30*s*. per annum for other countries.	½*d*. per copy Overseas, ½*d*. per copy local.	Victoria Avenue, Blantyre. London Agents:—Beira News Ltd., 2, Thames House, Queen Street Place, London, E.C.4.
Nkhani Za Nyasaland ...	3,800 Monthly.	1*d*.	½*d*. per copy.	

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Report and Proceedings [Colonial No. 156] 2s. (2s. 2d.)

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COLONIAL REPORTS—ANNUAL

No. 1900

Annual Report on the Social and Economic Progress of the People of

GIBRALTAR, 1938

(For Reports for 1936 and 1937 see Nos. 1826 and 1866 respectively (Price 9d. each).)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF GIBRALTAR FOR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

Gibraltar is a narrow peninsula three miles in length and $\frac{3}{4}$ mile in breadth with a total area of $1\frac{7}{8}$ square miles, situated in latitude 36° 7′ 16″ North and longitude 5° 21′ 13″ West, near the southern extremity of Spain, being joined to the mainland by a low sandy isthmus. It consists of a long mountain, the ridge of which, from north to south, divides it into two unequal parts. The extreme height of the "Rock", as the mountain is commonly called, is 1,396 feet. The town is built on the western and southern sides, which face the Bay. The northern and eastern faces of the Rock are an inaccessible cliff, forming a series of rugged precipices at the foot of which, on the eastern side, confronting the Mediterranean, stands the small fishing village of Catalan Bay.

Climate.

The general climate of Gibraltar is mild and temperate, though somewhat hot and oppressive during the months of July and August. The meteorological record for 1938 shows 67° F. as the mean maximum

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temperature, the highest shade temperature being 97° F. on the 22nd of July and the lowest 35° F. on the 1st of January. The rainy season is spread over the period from September to May; the annual average rainfall is 35 inches. In 1938, 22·24 inches were registered, of which 7·57 inches fell in December.

History.

Gibraltar was known to the ancients as Mons Calpe, one of the Pillars of Hercules, the other being Mount Abyla, or Apes Hill, on the opposite coast of Africa. It was possessed successively by the Phoenicians, the Carthaginians, the Romans, and the Visigoths, but remained uninhabited till the Mohammedan invasion of Spain.

In 711 the Moorish Chief Tarik-Ibn-Zeyad landed on the Rock and gave it the name of Gibel-Tarik, or Mountain of Tarik, of which the name of Gibraltar is a corruption. It remained in Moorish hands until 1309, when it was seized by the Spaniards. In 1333 it was again taken by the Moors, but was wrested from the Moslem dynasty in 1462 and reverted to the dominion of Spain.

In 1704 it was captured by the British forces under Admiral Sir George Rooke during the War of the Spanish Succession and was ceded to Great Britain by the Treaty of Utrecht in 1713, renewed by the Treaty of Versailles in 1783. Many attempts have been made to retake Gibraltar, especially during the great siege in 1779–83 when General Eliott (afterwards Lord Healthfield) defended it against the united forces of Spain and France, but all have been unsuccessful and it has remained in British hands since its capture in 1704.

II.—GOVERNMENT.

The Government is administered under Letters Patent of the 12th September, 1922, by a Governor aided by an Executive Council composed of four official and three unofficial members. The power of legislation is vested in the Governor, who is also the General Officer Commanding the Garrison.

III.—POPULATION.

The estimated total civil population at the close of 1938 was 20,339 of whom 17,331 are fixed residents. These figures represent the population between sunset and sunrise.

The normal population was considerably increased in 1936 as a result of the military rising in Spain, and at the end of that year it was estimated that some 4,000 refugees remained in the Colony. In 1937 and 1938 the additional population showed no great tendency to decrease, despite the fact that a considerable number of aliens were removed from the city, and it was estimated that some 3,000 refugees still remained at the end of the year.

The number of births during the year was 354, of which 192 were boys and 162 girls. The birth-rate per 1,000 was 20·48. The births refer to the fixed population only.

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There were 252 deaths registered, and the crude death-rate was 14·54 per 1,000. The infantile mortality figure was 76·28 per 1,000.

IV.—HEALTH.

The measles epidemic which commenced at the end of 1937 continued into the first half of 1938, in which year 508 cases of this disease were notified. The type was mild throughout; there were only three deaths. At the same time Erythema infectiosum (Fifth Disease) produced 114 notified cases, and concurrent outbreaks of chicken-pox and rubella 102 and 50 cases respectively. Fifteen cases only of diphtheria were reported during the year, with one death. The incidence of enteric fever was considerably increased in the latter half of the year, totalling 28 cases in all with one death. This is the largest number of cases recorded during the past twenty years.

The total number of notifiable infectious diseases reported during the year was 857, more than twice as many as during 1937. With the population of the previously fully crowded city more than twenty per cent. above the normal figures before the beginning of the Spanish civil war, and still increasing, this rise is only to be expected; what has fortunately been avoided so far, is the occurrence of any of these diseases in severe form. The total deaths from all notifiable diseases were twenty-two.

Universal vaccination, with re-vaccination at 12 years of age, is enforced by law; but, in the population inflated by refugees from Spain there must be a considerable nucleus of unvaccinated adults who form a potential focus of grave danger. According to the population records, there are known to be some 2,000 more aliens now resident in the Colony than there were in 1935.

Anti-mosquito and anti-rat campaigns are conducted continuously throughout the year.

Owing to an epidemic of typhus in French Morocco at the beginning of the year, quarantine measures were imposed in this port.

A new tuberculosis sanatorium was in course of construction during the year.

V.—HOUSING.

The building of blocks of tenements for the re-housing of the working classes and the abolition of the slums is progressing and a large block is nearing completion. In addition, privately-owned houses are continually being improved and rebuilt.

The majority of the wage-earning population live in tenement buildings and small flats consisting of two rooms and a kitchen. Overcrowding is prevalent, but elaborate records of all buildings, including the measurements of every room, have been compiled

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by the Public Health Department. These are contained in special books from which every detail regarding sanitary conditions, lavatory accommodation, etc., can be obtained. The majority of the buildings occupied by the wage-earning classes are owned by the Crown, but the leases are put out to tender. The Colonial Government has continued its policy of renovating any Crown properties which require reconstruction and a number were completely reconditioned during the year.

VI.—NATURAL RESOURCES.

There is no land in the Colony available for agricultural development, and fishing by local boats is limited to the provision of supplies for local consumption.

VII.—COMMERCE.

The staple trade is the supply of coal, fuel oil, stores and fresh water to shipping, as Gibraltar is pre-eminently a coaling station. A fair amount of business is also carried on in connection with transit cargo to Morocco and Spain.

New coaling machinery was put into operation during 1932 and, with effect from the 4th of May of that year, vessels calling solely for bunkers were exempted from the payment of port dues. This concession is not prejudiced if the steamer also takes in water, ships' stores and fresh provisions, or temporarily disembarks transit passengers for sightseeing purposes, provided that a minimum quantity of coal is taken according to the following scale :—

	Tons.
Vessels of register tonnage 10–50	10
Vessels of register tonnage 50–500	30
Vessels of register tonnage over 500	50

The installation of machinery and the concession with regard to port dues, together with the general trade revival, has resulted in a steady improvement in the coaling trade of the Colony. The increase of bunker coal supplied to shipping continued as did the number of vessels calling for bunkers.

Statistics of imports and exports (except such as are necessary for revenue purposes) are not kept, the only dutiable goods being wines, spirits, malt liquors, perfumed spirits, motor-spirit and tobacco.

VIII.—LABOUR.

The only industries in Gibraltar are connected with shipping and the manufacture of tobacco. At the foundries and yards situated on the North Front, boats, lighters, and steam launches are built and repaired, and extensive repairs are at times carried out to both hulls and machinery of vessels calling here.

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IX.—WAGES AND COST OF LIVING.

The wages paid by the Public Works Department are approximately as follows:—

Labourers 7d. per hour for a 50-hour week.

Artisans 8¾d.–1s. per hour for a 50-hour week.

Leading carpenters, etc., are paid ½d. or 1d. per hour more than the artisans employed on the particular work.

The wages paid by private employers to similar classes of employees are:—

Labourers 5d.–6d. per hour for a 48-hour week.

Artisans 8d.–10d. per hour for a 48-hour week.

The peseta has not been quoted since the outbreak of the Spanish Civil War.

It is difficult to give any very comprehensive figure with regard to the cost of living for Government officials appointed from outside the Colony. The expenses of a married couple without children, provided they lived in a Government quarter, might not exceed £450 per annum, but such a figure would not allow of any provision for leave, expenses, medical and dental attendance, transport expenses, and the cost of furniture on first arrival. Hotel charges give some indication of the cost of living and these range between 15s. and 20s. a day in winter and 12s. and 17s. 6d. a day in summer, according to the class of establishment.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Under Ordinance No. 7 of 1917, education is compulsory in the case of children between the ages of 5 and 14 years.

Since the year 1921 the Governor has been advised on educational matters by a Board of Education under the Chairmanship of the Colonial Secretary.

The Government grant-in-aid per pupil in average attendance in efficient day schools during the school year is £3 10s., and the total amount paid for the year ended 31st December, 1938, was £9,252. A temporary emergency grant of £1,000 was paid in addition.

Books and equipment are issued to pupils free of charge, and for this purpose a special grant is made to the several school committees ranging, according to standard, from 2s. to 16s. for each child appearing on the roll on the last day of the scholastic year. The total amount paid for the year ended 31st December, 1938, was £1,026.

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In addition, the Government paid £114 to the City Council on behalf of the schools for sanitary water, and £324 for rent of certain school premises. Government-aided elementary schools are exempted from the payment of rates.

The total cost to the Government in respect of education was therefore £10,278, exclusive of a grant of £240 towards handicraft classes and £160 towards classes in domestic economy.

The payment of " school pence " is voluntary, and the receipts from this source are practically negligible.

There are nine school buildings, containing thirteen Government-aided schools for primary education—eleven Roman Catholic and two Hebrew.

The Roman Catholic schools are conducted by the Christian Brothers and Nuns of the Order of Loreto, and the Hebrew schools by lay teachers, the various schools being under the direct management of local committees.

The total number of scholars on the registers was 2,714, and 2,313 was the average number in attendance during the year.

Since 1925 this Government has made an annual grant of £240 to the Christian Brothers in respect of woodwork classes which are open to boys of all religious denominations. A special building has been erected fitted with the machinery and tools requisite for woodwork and metal work and all boys taking courses in manual work are taught to make proper drawings of their work in wood or metal. They also receive special training in drawing suitable for those taking up a trade or profession.

The largest of the elementary girls' schools, St. Mary's, is equipped with a model kitchen, in which instruction in domestic economy is given by a highly-qualified teacher. The Colonial Government makes an annual grant of £160 towards the cost of these classes.

Six candidates presented themselves for the examination in English for assistant teachers. Of these, five obtained honours. Those who qualify receive awards of £5 and those who obtain honours receive awards of £7 10s.

When possible during the year a nursing sister was sent to visit the schools and inspect the children. Eighteen visits of inspection were paid. Eight hundred and fourteen children received dental treatment and 173 medical treatment. The school clinic at the Colonial Hospital was attended by 145 children.

There are four secondary schools in the Colony, viz. :—

Line Wall College, for boys, conducted by the Christian Brothers.

Two Convents, for girls, under the Nuns of the Loreto Order.

Brympton, a Church of England school for girls managed by a local committee and conducted by the teachers.

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In these educational establishments pupils are prepared for the Cambridge Local Examinations, which are held annually. In addition to the above, there are a few private schools with about 100 pupils, but the instruction given is mainly of an elementary character.

Welfare Institutions.

Five institutions are established in the Colony which make provision, for orphans and for destitute persons of both sexes. One of these which is under the control of the City Council and to which the Colonial Government contributes an annual grant, also reserves a certain number of beds for tuberculosis cases. Various Friendly Societies have branches in the Colony.

XI.—COMMUNICATIONS AND TRANSPORT.

Postal.

The daily mail service via Spain and France has been suspended since the outbreak of hostilities in Spain; but by the use of all contract mail vessels sailing either direct to England or to Marseilles, it has been possible to despatch mails about five times weekly for England. Owing to the incidence of sailings in the opposite direction, the arrival of mail vessels only on the first part of the week, the inward mail has been much less satisfactory, the bulk of the mail being received on Mondays and Tuesdays from the P. & O. vessels.

The daily service between Spain, Portugal and Gibraltar via Algeciras was maintained and the annual subsidy of £500 continued.

The connection with Morocco by Bland Line was maintained by means of a special subsidy although the service is now only thrice weekly. It was utilised for the air mail, the time of transmission of which to England is two days.

Gibraltar does not as yet participate in the Empire Air Mail scheme; but on account of the high transport charges, a ½ oz. scale is in force to make the initial postage rate as low as possible.

Very heavy increases in registered mail to Spain and in parcels to Spanish Morocco have taken place during the last two years as a result of the presence of large numbers of refugees in the one case and the cutting off of normal means of import in the other. Thousands of small packets and parcels of food were also despatched during the year by mail to the parts of Spain which were then in the hands of the Republican Government. Connection with these parts of Spain was maintained via Marseilles.

The mail route via Tangier, Oran and Algiers was utilised for mails to the continent and occasionally, during gaps in the direct steamer service, for British mails.

Telegraphs.

The Government land lines connecting Gibraltar with Spain are worked by Cable and Wireless, Ltd., who under a special agreement pay a nominal sum of £20 annually to the Colonial Government.

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Cable and Wireless, Ltd. has a station at Gibraltar where telegrams are accepted for all parts of the world.

Commercial and private messages for transmission by the Royal Naval wireless station to merchant vessels at sea in the neighbourhood are accepted at the offices of Cable and Wireless, Ltd., and, similarly, wireless messages received from ships are delivered by that company.

Telephones.

There are no telephones under Colonial Government control. A telephone service of the Strowzer Automatic Exchange type was installed in 1926 for the City Council of Gibraltar by the Peel Conner Telephone Works of Coventry. This service was inaugurated in October, 1926, and telephone communication has now been established with the United Kingdom, France, Holland, Switzerland, Portugal and other European countries, as well as with the United States of America, South America, Canada, Australia, Egypt and India.

The local naval and military departments have their own lines which are connected with the City Council exchange.

Roads.

The upkeep of roads is in the hands of the City Council, in whom they are vested by law. The length of road open for traffic is 5¼ miles in the City or North District, 4 miles in the South District, and about 4½ miles in the North Front and Catalan Bay District.

Roads in the City are narrow; those in the other districts are fairly wide. All are in excellent condition and suitable for motor traffic.

The introduction of one-way traffic in certain of the main streets in the City has greatly increased the safety and convenience both of motor and pedestrian traffic.

There are no railways or tramways in Gibraltar.

Shipping.

Owing to its geographical position, Gibraltar is extensively used as a port of call and a coaling station by vessels of every nationality.

The following table shows the number and tonnage of ships which entered Gibraltar during 1938:—

Steamers.		*Sailing Vessels.*		*Total.*	
Number.	*Tonnage.*	*Number.*	*Tonnage.*	*Number.*	*Tonnage.*
4,532	13,758,528	220	13,793	4,752	13,772,321

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As compared with 1937, there was a net decrease of 397 in the total number of vessels entering the port, with an increase of 33,091 in tonnage. The decrease comprised 380 steamers and 17 sailing vessels. The principal lines which call at Gibraltar are :—

Weekly.—The Peninsular and Oriental Steam Navigation Company.

Fortnightly.—Orient Line, Anchor Line, Moss Line, Ellerman Line, Westcott and Laurance Line, Power Steamship Company, MacAndrews Hall Lines, Nippon Yusen Kaisha Line, Oldenburg-Portugiesische, the Rotterdam Lloyd, Bibby Line, Henderson Line, the Export American Line, and Italia Cosulich Line.

Monthly.—Cunard Line, Société Générale de Transports Maritimes à Vapeur, Societa Anonima di Navigazione Neptunia, and Union-Castle Line.

There is also a daily steamer service between Gibraltar and the town of Algeciras on the opposite side of the Bay and Messrs. Bland's steamers maintain a thrice-weekly service between Gibraltar and Moroccan ports.

The voyage from London to Gibraltar takes about 4½ days.

XII.—PUBLIC WORKS.

The Public Works Programme for 1938 included the reconstruction of Crown Properties as tenement buildings and the improvement of Government House and the Colonial Hospital. Work continued on the new Tuberculosis Sanatorium, which is now nearing completion.

The renovation of the few roads and paths which are under the control of the Colonial Government was also continued. The control and maintenance of the majority of the roads in Gibraltar are, however, as previously stated, vested in the City Council.

XIII.—JUSTICE, POLICE AND PRISONS.

For the purpose of the administration of justice two Courts are established in the Colony :—

A Supreme Court, presided over by the Chief Justice ; and a Police Court, presided over by Justices of the Peace.

The Police Force of the Colony, in addition to the Commissioner of Police and Assistant Commissioner of Police, has an establishment of five inspectors and ninety-five other ranks.

There is only one prison in the Colony. The health of the prisoners throughout the year under review was very satisfactory, and hospital treatment was not required for any of them. The daily average number of prisoners during the year was nine.

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The number of juvenile offenders brought before the Courts in Gibraltar is negligible and the offences with which they are charged are in every case trivial. In most of these cases fines are inflicted and, in the rare cases in which juveniles undergo imprisonment, arrangements are made to keep them entirely apart from adult offenders.

The number of convictions before the Courts of Summary Jurisdiction during the year 1938 was 911, a decrease of 49 as compared with 1937 and an increase of 264 as compared with 1936. Of this total, 41 were offences against the person, 17 for offences against property, the remaining 853 being for other offences.

XIV.—LEGISLATION.

The nine Ordinances enacted during 1938 were :—

1. The Aliens and Strangers (Amendment) Ordinance, 1938.
2. The Alien Traders (Amendment) Ordinance, 1938.
3. The Lighting Control Ordinance, 1938.
4. The Rent Restriction Ordinance, 1938.
5. The Foreign Enlistment (Spain) Ordinance, 1938.
6. The Military Stores (Amendment) Ordinance, 1938.
7. The Public Health (Amendment) Ordinance, 1938.
8. The Supreme Court (Amendment) Ordinance, 1938.
9. The Air-Raid Precautions Ordinance, 1938.

There is no legislation provision for health insurance, old-age pensions, etc., in the Colony.

Compensation for accidents is, to a certain extent, provided for under the Employers Liability Ordinance, 1924.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banking.

There are four private banks, which have correspondents in all the principal cities of the world and offer every facility for the transaction of banking business, viz. :—

Barclays Bank (Dominion, Colonial and Overseas), Head Office, 54, Lombard Street, London, E.C.3.

The Crédit Foncier d'Algerie et de Tunisie, Head Office, 43, Rue Cambon, Paris ; London Branch, 18, St. Swithin's Lane, E.C.4.

A. L. Galliano, of Gibraltar.

Thos. Mosley & Co., of Gibraltar.

There are no agricultural or co-operative banks in the Colony.

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Currency.

The legal tender of the Colony is composed of Gibraltar Government notes and United Kingdom silver and copper coinage.

Gibraltar Government currency notes were in circulation to the value of £225,000 at the 31st December, 1938.

The issue is governed by the Currency Note Ordinance, and is in £5, £1 and 10s. denominations.

Weights and Measures.

Imperial weights and measures are in common use, but litres are also used as a measure of capacity.

XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The gross revenue and expenditure for the last five years were as follows :—

	Revenue.	*Expenditure.*
	£	£
1934	245,858	275,644
1935	216,232	182,296
1936	211,478	179,864
1937	207,984	196,179
1938	207,628	199,725

The net excess of assets over liabilities on the 31st of December, 1938, after writing down the value of securities to market value, which involved a depreciation of £13,850, amounted to £234,359 as compared with a figure of £240,306, at the end of the previous year. In addition, the Colony held a Reserve Fund of £200,000. There is no public debt.

The revenue of the Colony is principally derived from receipts from port dues and from import duties on wines, spirits, malt liquors, perfumed spirits, motor spirit, and tobacco.

During 1938, port dues yielded £20,725, while the revenue derived from the various import duties amounted to £68,334.

Other items which contributed substantially towards the revenue for the year were :—

	£
Licences, excise and internal revenue not otherwise classified	10,833
Fees of court or office, payments for specific services, and reimbursements-in-aid	31,414
Rents of Government property	18,883
Interest on invested funds	15,995

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Customs Tariff (Summarized).

The present Customs Tariff is as follows :—

	Rates of duty. Full Rate £ s. d.	Preferential Rate. £ s. d.
1. Malt Liquors :—		
For every gallon	0 0 10	0 0 7
If introduced in bottle there are additional duties as follows :—		
For every dozen imperial or reputed quart bottles	0 1 0	
For every dozen imperial or reputed pint bottles	0 0 6	
2. Motor Spirit :—		
Such duty as may be fixed by the Governor by Order in the Gazette.		
Present duty, per gallon	0 0 6	
3. Spirits, Liquers, Perfumed Spirits, etc. :—		
For every proof gallon of spirits other than manufactured spirits imported in casks	0 12 0	0 10 0
For every proof gallon of manufactured spirits (brandy, gin, rum and whisky) when imported in casks	0 11 0	0 9 0
For every gallon of liquers or cordials, irrespective of strength ...	0 18 0	0 15 0
For every gallon of perfumed spirits, irrespective of strength	0 13 4 or 10 per cent. *ad valorem* whichever is the greater.	0 10 0 or 7½ per cent. *ad valorem* whichever is the greater.
4. Tobacco, Cigars and Cigarettes :—		
Manufactured :—		
Cigarettes, per lb.	0 1 6	0 1 0
With an additional duty per 100 cigarettes or part thereof ...	0 0 5	
Other manufactured tobacco, per lb.	0 2 0	0 1 8
Unmanufactured :—		
Tobacco, per lb.	0 0 5	0 0 4
5. Wines, duties on :—		
If introduced in cask, per gal. ...	0 1 0	0 0 10
If introduced in bottle, per gal. ...	0 3 0	0 2 0

At present the preferential rates are granted in respect of articles not less than 25 per cent. of the cost of which has been expended within the Empire, except in the case of tobacco, in which instance the full preferential rate is only granted to consignments grown and manufactured within the Empire, a mean of the preferential and full rates is charged in respect of foreign-grown tobacco if manufactured within the Empire.

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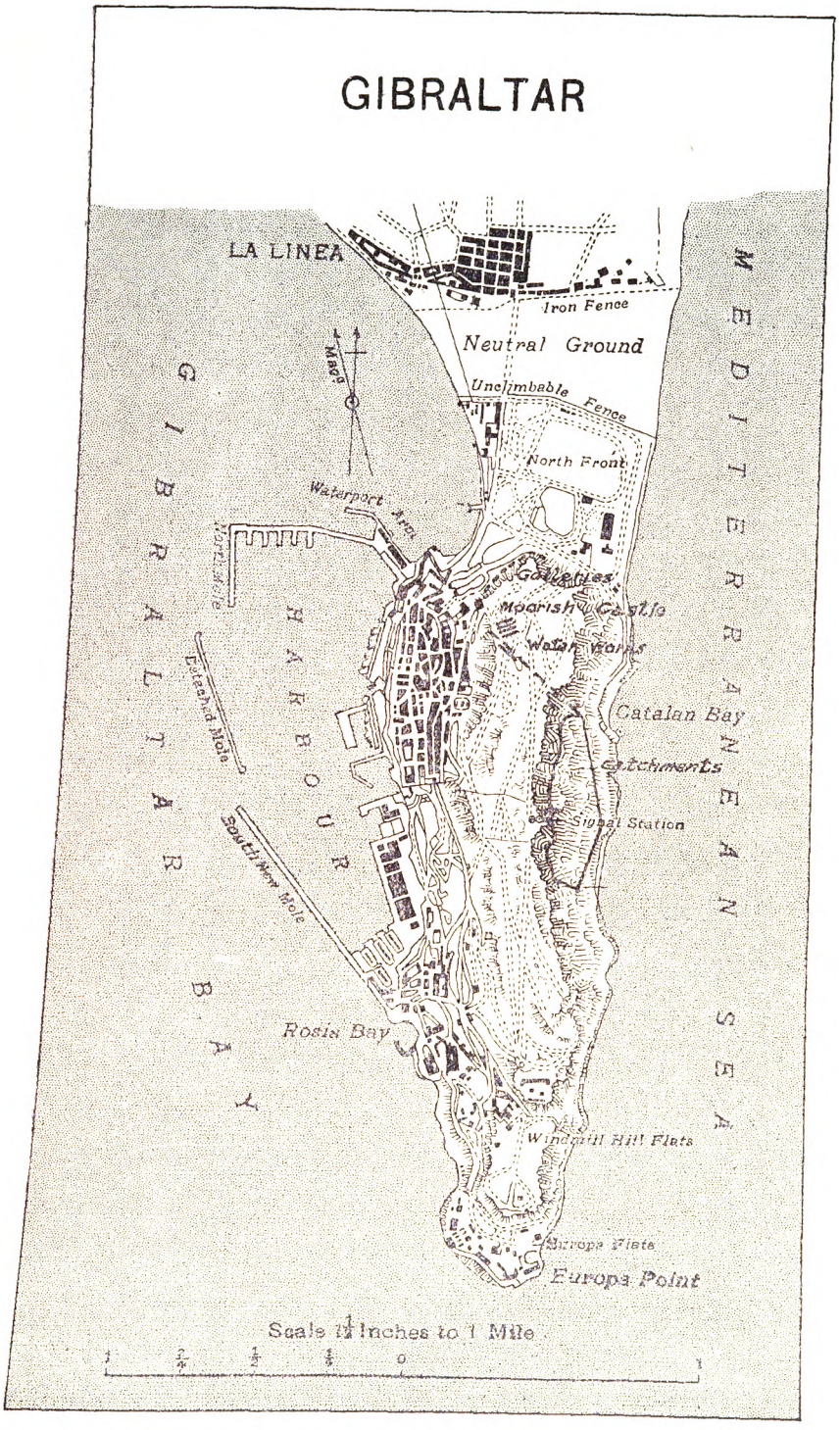
APPENDIX.

Recent Publications of General Interest Relating to Gibraltar.

Title.	*Price.* s. d.
* Blue Book (Annual) to 1938	5 0
* The Gibraltar Directory and Guide Book (Annual)...	4 0

* Obtainable from the Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1.

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Reports, etc., of Imperial and Colonial Interest

THE FINANCIAL AND ECONOMIC POSITION OF NORTHERN RHODESIA
Report of the Commission [Colonial No. 145] 7s. (7s. 6d.)

LABOUR CONDITIONS IN NORTHERN RHODESIA
Report by Major G. St. J. Orde Browne, O.B.E.
[Colonial No. 150] 2s. (2s. 3d.)

NYASALAND. FINANCIAL POSITION AND FURTHER DEVELOPMENT
Report of Commission [Colonial No. 152] 10s. (10s. 6d.)

RHODESIA-NYASALAND ROYAL COMMISSION
Report [Cmd. 5949] 7s. 6d. (7s. 11d.)

LABOUR CONDITIONS IN THE WEST INDIES
Report by Major G. St. J. Orde Browne, O.B.E.
[Cmd. 6070] 3s. 6d. (3s. 10d.)

THE SYSTEM OF APPOINTMENT IN THE COLONIAL OFFICE AND THE COLONIAL SERVICES
Report of Committee [Cmd. 3554 (1930)] 1s. (1s. 1d.)

LEAVE AND PASSAGE CONDITIONS FOR THE COLONIAL SERVICE
Report of Committee [Cmd. 4730 (1934)] 9d. (10d.)

PENSIONS TO WIDOWS AND ORPHANS OF OFFICERS IN THE COLONIAL SERVICE, AND COLONIAL PROVIDENT FUNDS
Report of Committee [Cmd. 5219] 1s. (1s. 1d.)

COLONIAL STUDENTS
Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

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No. 1899

Annual Report on the Social and Economic Progress of the People of

BERMUDA, 1938

(For Report for 1936 see No. 1818 (Price 9d.) and for Report for 1937 see No. 1848 (Price 6d.).)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BERMUDA, 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The Bermudas or Somers Islands are a cluster of a large number of small islands situated in the West Atlantic Ocean, in 32° 15′ north latitude and 64° 51′ west longitude, comprising an area of about 19 square miles, and containing a population in 1931 of 27,789. The estimated density of the population is 1,407 per square mile. The nearest point of the mainland is Cape Hatteras in North Carolina, 580 miles distant. The Colony is divided into nine parishes. The capital is the city of Hamilton (population about 3,000). The only other commercial harbour of importance for sea-going ships is St. George's in the extreme east of the group. There is a naval dockyard, as Bermuda is the headquarters of the West Indies and Atlantic Squadron.

Climate.

The range of temperature during 1938 was between 49·8° F. (in March) and 93·7° (in August). The mean temperature for the year was 71·8° F. and the mean relative humidity 78 per cent. The total rainfall was 57·96 inches, ·03 inches below the average for the 30 years 1901–1930.

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History.

According to the Spanish navigator and historian, Ferdinand d'Oveido, who visited these islands in 1615, they were discovered at an earlier date by Juan de Bermudez, after whom they were called the Bermudas. The exact date of the discovery is not known, but a map contained in the first edition of the *Legatio Babylonica* of Peter Martyr, published in 1511, shows the island " La Bermuda " in approximately correct position.

No aborigines were found on the islands by the early voyagers, and the Spaniards took no steps to found a settlement.

The islands were still entirely uninhabited when, in 1609, Admiral Sir George Somers' ship *The Sea Venture*, while on a voyage with a fleet of eight other vessels conveying a party of colonists to the new plantations then being formed in Virginia, was wrecked upon one of the numerous sunken reefs which surround the islands on every side. The reef is still called, after the name of the Admiral's ship, the Sea Venture Flat. The stranding of *The Sea Venture* furnished the inspiration for Shakespeare's " Tempest."

Sir George Somers died in Bermuda the following year and his companions, ignorant possibly of the prior claims of Juan de Bermudez, called the group " The Somers Islands." The reports of the beauty and fertility of the land, taken home by Somers' nephew, Captain Mathew Somers, induced the Virginia Company to seek an extension for their charter, so as to include the islands within their dominions, and this extension was readily granted by King James I, but shortly afterwards the Virginia Company sold the islands for a sum of £2,000 to a new body of adventurers called " The Governor and Company of the City of London for the Plantation of the Somers Island."

During the first 25 years of its existence the settlement prospered exceedingly under the government of the Company, but as the original shareholders, who included many of the most distinguished men of the time, died or disposed of their holdings, the administration was neglected, and the settlers became subject to many grievances and abuses. Finally, in 1679 they appealed to the Crown for redress, and in 1684, a verdict having been given under a writ of *Quo Warranto* against the Charter of the Bermuda Company the Government of the Colony passed to the Crown, and the Company, the members of which then held only 25 shares of land in the island was dissolved.

II.—GOVERNMENT.

The Orders and Constitution of the Colony under the Bermuda Company made provision for a reasonable amount of self-government by the settlers, including the right to elect representatives to make laws within certain restrictions. The first General Assembly for Bermuda was held at St. George's on 1st August, 1620.

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When the Government passed to the Crown in 1684, the Commission to the first Royal Governor confirmed the grant of representative institutions, which have been continued without interruption until the present day.

The laws of the Colony are enacted by a Legislature consisting of the Governor, the Legislative Council, and the House of Assembly.

The Governor is assisted by an Executive Council consisting at present of four official and three unofficial members. The Legislative Council consists of nine members of whom three are official and six nominated unofficial. The House of Assembly consists of 36 members, four of whom are elected by each of the nine parishes. There are about 2,717 electors, the electoral qualification being the possession of freehold property of not less than £60 value. The qualification for a member of the House of Assembly is the possession of freehold property rated at £240. The members of the Executive Council and of the Legislature are paid 8s. a day for each day's attendance.

A number of the departments of Government are controlled by Executive Boards, composed of unofficials nominated by the Governor, with the head of the department acting in an advisory capacity only. A majority of the members of most Boards are members of the House of Assembly.

There are two municipalities and nine parish vestries exercising the right to impose local taxes.

III.—CIVIL POPULATION.

	White.			*Coloured.*			
	Male.	*Female.*	*Total.*	*Male.*	*Female.*	*Total.*	*Grand Total.*
1921 Census ...	3,282	3,724	7,006	6,347	6,774	13,121	20,127
1931 ,, ...	6,090	5,263	11,353	8,084	8,352	16,436	27,789
1938 estimated ...	6,530	5,710	12,240	9,411	9,737	19,148	31,388*

The following are the figures for births and deaths in 1938 :—

	White.			*Coloured.*			
	Male.	*Female.*	*Total.*	*Male.*	*Female.*	*Total.*	*Grand Total.*
Living births ...	103	116	219	272	278	550	769
Deaths	64	58	122	113	97	210	332
Excess births over deaths.	39	58	97	159	181	340	437

The living birth-rate amongst the civilian population was 24·4 per 1,000, being 17·8 amongst the white and 28·7 amongst the coloured population. The illegitimacy rate was 22·3 per cent. (7·2 white and 28·0 coloured). The death-rate was 11·4 per 1,000 (10·2 white and 12·2 coloured).

* The following is the result of a special census taken on the 26th March 1939 :—

	White.			*Coloured.*			
	Male.	*Female.*	*Total.*	*Male.*	*Female.*	*Total.*	*Grand Total.*
1939 Census ...	5,774	5,707	11,481	9,439	9,894	19,333	30,814

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IV.—HEALTH.

Although other mosquitoes are fairly plentiful, the anopheles has never existed in the islands, which have consequently been free from malaria. Severe epidemics of any kind have been few and far between.

The number of infectious diseases notified from 1933 to 1938, with the principal contributors, were as follows :—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*	*1938.*
Anterior-poliomyelitis ...	—	—	—	—	7	2
Chickenpox	15	60	130	73	35	100
Diphtheria	23	14	6	5	1	1
Typhoid	4	5	14	7	2	—
Tuberculosis	13	14	14	16	11	17
Measles	8	5	7	7	24	11
German Measles	1	1	114	200	24	—
Scarlet Fever	8	7	6	44	39	25
Whooping-cough	199	—	8	6	4	4
Mumps	3	52	161	148	4	12

Notwithstanding unavoidable delays in providing a pavilion for tuberculous patients, the incidence of tuberculosis is satisfactory compared with other places, but with the outstanding climatic and economic advantages of these islands it should be better than it is.

The infant mortality was 45 per 1,000 for the white and 65 for coloured.

Anti-syphilitic treatment is administered free by the medical officers at the hospital and at each end of the island.

V.—HOUSING.

Building activity remained at a high level, except at St. George's, where the supply is now above the demand.

The original style of architecture, dating back to the early part of the seventeenth century, has been retained in its principal elements, and is widely known for its simple and charming proportions.

The question of finding a more economical method of construction is being investigated with a view of enabling inexpensive but substantial houses to be built for the labouring community.

VI.—NATURAL RESOURCES.

With the exception of the tourist trade, the principal industry of the Colony is agriculture. The farming land under arable cultivation is estimated at 1,000 acres, most of which bears two or three crops each year. The chief crops grown are vegetables, such as potatoes, celery, carrots and tomatoes, which are produced most abundantly during the winter and spring months. The growing of Easter lilies is also of some importance.

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Sufficient dairy cattle of good quality are kept to meet the local demand for fresh milk, and poultry-keeping is increasing in importance. Only a small proportion of the meat-supply, consisting chiefly of veal, beef and pork, is produced locally.

In the past years large quantities of vegetables were exported to the North American continent, but at the present time exports have greatly declined and the domestic markets provide the most profitable outlet for produce. A small export trade in vegetables with Canada is still maintained, however, and in 1938 the volume shipped amounted to 53,875 bushels, as against 54,647 bushels in the previous year. Most of the lily flowers and bulbs exported were destined for the United States of America, but a smaller quantity of bulbs was shipped to the United Kingdom. The estimated net value of agricultural produce (exclusive of cut flowers) sold in various countries during the year 1938 was £19,600, as compared with £24,300 in 1937.

The value of agricultural produce sold locally cannot be computed with any degree of accuracy, but it is probably about £200,000.

VII.—COMMERCE.

The most important trade carried on in Bermuda is that of catering for tourists, approximately ninety-five per cent. of whom come from America.

There are at least two boats a week from New York, and on an average one a week from Canada and one every three weeks from England, in addition to cruise ships from these countries.

The promotion of the tourist trade is in the hands of the Bermuda Trade Development Board, the members of which are appointed by the Governor. The Board is composed entirely of unofficials and mainly of persons financially interested in the success of the trade.

An executive department, with a staff of eight, is regularly employed in carrying on the work of the Board in Bermuda, and information offices are maintained in London, Montreal, Toronto and New York.

The public funds voted by the Legislature and expended for the services controlled by this Board, and the number of tourists annually, are shown in the following table :—

Year.	*Expenditure.*	*Tourists.* *By Regular Ships.*	*By Cruise Ships.*	*Total Tourists.*
	£			
1931 ...	55,959	47,376	25,962	73,338
1932 ...	57,621	45,190	29,324	74,514
1933 ...	61,366	39,878	22,096	61,974
1934 ...	64,144	45,647	29,509	75,156
1935 ...	70,380	50,198	25,826	76,024
1936 ...	71,943	57,270	23,316	80,586
1937 ...	68,100	58,646	24,169	82,815
1938 ...	78,744	56,625	25,437	82,062

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The 1938 appropriation for advertising was approximately £19,000 for the United States of America, £2,500 for Canada, and £2,000 for Great Britain, in addition to which about £6,000 was expended for general publicity and £3,000 for promotional literature. Some £6,000 was spent locally for the entertainment of visitors. Steamship subsidies of about £33,500 annually are included in the expenditures.

The only direct tax affecting tourists is one of 12s. 6d. on every passenger ticket for persons leaving Bermuda. This tax applies to all residents as well as to visitors.

The shops of the Colony are exceptionally good, and are noted for the fine quality of their stocks of glass, china, woollens and clothing generally. Buyers from the chief houses go to Europe every summer to purchase goods for the winter season. A comparatively low Customs Tariff enables many articles to be sold at lower prices than in the United States of America or Canada. It has been estimated that at least eighty-five per cent. of the revenue of the Colony is derived from tourist trade.

Trade Statistics

(i) VALUE OF IMPORTS AND EXPORTS.

Year.	*Imports.*	*Domestic Exports.*	*Re-Exports.*
	£	£	£
1934	1,340,727	51,200	243,542
1935	1,420,198	55,280	66,258
1936	1,891,676	48,415	87,297
1937	2,183,152	32,321	147,414
1938	1,906,688	51,003	94,940

(ii) PERCENTAGE OF TOTAL IMPORTS PROVIDED BY (*a*) EMPIRE AND FOREIGN COUNTRIES AND (*b*) THE PRINCIPAL SUPPLYING COUNTRIES.

	Percentages from				
Year.	*British Empire.*	*Foreign countries.*	*United Kingdom.*	*Canada.*	*United States of America.*
1934	51·1	48·9	28·8	17·0	40·7
1935	51·3	48·7	30·8	16·1	38·9
1936	51·5	48·5	32·8	14·6	38·6
1937	51·5	48·5	33·0	14·5	39·8
1938	48·5	51·5	29·4	14·6	43·9

(iii) PERCENTAGE OF DOMESTIC EXPORTS SENT TO (*a*) THE EMPIRE AND FOREIGN COUNTRIES AND (*b*) THE PRINCIPAL COUNTRIES OF DESTINATION.

Year.	*To British Empire.*	*To Foreign countries.*	*To Canada.*	*To United States of America.*
1934 ...	52·6	47·4	51·0	47·4
1935 ...	60·9	39·1	58·3	39·1
1936 ...	56·0	44·0	56·0	44·0
1937 ...	17·9	82·1	12·9	82·1
1938 ...	49·0	51·0	32·9	51·0

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(iv) PRINCIPAL ITEMS OF IMPORTS DURING 1937 AND 1938

Year.	*Item.*	*Total Value.* £	*Principal countries of supply with value in £'000.*
1937	Foodstuffs ...	545,154	U.S.A. (204), Canada (161), U.K. (66), South America (46), New Zealand (29).
1938	Foodstuffs ...	504,476	U.S.A. (185), Canada (147), U.K. (63), South America (44), New Zealand (30).
1937	Woollen goods ...	135,791	U.K. (122).
1938	Woollen goods ...	108,041	U.K. (95), U.S.A. (9).
1937	Beer, Wines and Spirits.	99,551	U.K. (59), France (11).
1938	Beer, Wines and Spirits.	95,729	U.K. (57), France (7), Canada (5), British West Indies (11).
1937	Electrical goods...	92,022	U.S.A. (63), U.K. (19).
1938	Electrical goods...	95,107	U.S.A. (59), U.K. (27).
1937	Cotton goods ...	76,663	U.S.A. (47), U.K. (25).
1938	Cotton goods ...	63,107	U.S.A. (43), U.K. (16).

(v) PRINCIPAL ITEMS OF DOMESTIC EXPORTS AND RE-EXPORTS.

	1937. £	*1938.* £
Domestic Exports—		
Vegetables	15,158	27,109
Flowers and bulbs	16,963	23,791
Re-Exports—		
Yachts	71,040	19,110
Barrels (empty)...	11,509	45,469

(vi) IMPORTS AND EXPORTS OF SPECIE.

Year.	*Imports.* £	*Exports.* £
1934	2,140	300
1935	168	200
1936	3,392	2,000
1937	131	500
1938	—	—

In 1934 specie to the value of £2,000 was imported from the British West Indies and in 1936 imports from the United Kingdom were valued at £3,070.

In 1936 the whole of the exports were to the United States of America.

VIII.—LABOUR.

There has been for several years an increasing difficulty in obtaining farm labourers and the number partly or wholly employed in agriculture is now estimated at only 1,000.

The staffs for the large hotels are, as far as practicable, recruited locally. It is, however, necessary for the hotels to import from the United States of America and Canada a large proportion of the staff, especially for the better-paid posts. For this purpose, the Board of Immigration grants permits defining the period of employment and requiring repatriation at the employer's expense on termination of the employment or the expiration of the permit.

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Labourers for the building trades are recruited casually and, by a very rough estimate, number 2,200.

In addition, His Majesty's Dockyard gives employment to about 1,000 men.

There are no factories in Bermuda and consequently there is no factory legislation.

No laws affecting labour have been passed during the year under review.

IX.—WAGES AND COST OF LIVING.

Agricultural labourers ...	8s. to 10s. a day, 54 hours a week.
Masons	14s. to 20s. a day, 53 hours a week.
Painters and Carpenters ...	14s. to 20s. a day, 53 hours a week.
Building labourers	8s. to 10s. a day, 53 hours a week.
Cooks and Maids	£5 to £10 a month.
Coachmen	£1 10s. to £2 a week.

Cost of Living.

The cost of living expressed in terms of cash is high in Bermuda as compared with the United Kingdom and other British Colonies; rents, fuel and light and transportation are all dearer; foodstuffs, particularly the tinned variety, do not compare unfavourably with those in some colonies; women's clothing is not expensive and generally extremely well cut. All alcohol is cheap.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Education is compulsory between the ages of 7 and 13, but is not free except in a few particular cases. The fees are, however, very low. There are separate schools for white and coloured children, but there is no difference in the standard of education as between the races. The average number of pupils registered in the schools in 1938 was 4,723, and the average attendance 4,022 or 85 per cent.

The statistical records regarding the children of school age at the 31st December, 1938, are as follows:—

	White.	*Coloured.*	*Total.*
Aided schools	822	2,458	3,280
Unaided schools	263	217	480
Taught at home	8	5	13
Receiving no instruction (including those mentally unfit).	12	45	57
	1,105	2,725	3,830

Of the children shown as taught at home and as receiving no instruction at the end of December, three and twenty-nine respectively were enrolled in the schools in January, 1939.

Thirty schools are in receipt of grants from the Board of Education. Of these, twelve are attended by white and eighteen by coloured children.

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The total expenditure from public funds on education in 1938 was £40,090, of which the principal items were :—

	£
Administration	1,882
Pensions	1,145
Scholarships	828
Domestic Training Centre	875
Buildings, upkeep...	424
Grants to schools and scholarships for training of teachers.	25,743
Purchase of property and improvements to school premises.	9,193

In six of the aided schools, secondary school subjects are taught in the higher forms. The Colony is a centre for the Cambridge Local Examinations, which are held in July and December, and every year candidates from a number of the local schools sit for these examinations. There is no local university, and no local institute for the training of teachers.

A Rhodes Scholarship (of £400) is awarded to Bermuda each year, and in addition there are :—

(*a*) The Bermuda Scholarship, which was provided by Government for the purpose of enabling prospective candidates for the Rhodes Scholarship to proceed to some educational institution abroad for a period of three years. The annual value of this scholarship is £200.

(*b*) The Bermuda (Technical Education) Scholarship, also provided by Government, by which are established four scholarships each of the value of £150, tenable for a term not exceeding four years " to assist and encourage youths educated in these islands to proceed to institutions abroad for the purpose of acquiring technical and higher educational advantages than it is possible to obtain in these islands."

(*c*) A Teachers' Training Scholarship of £300 for one year at a University Training Department in Great Britain.

(*d*) A Teachers' Training Scholarship of £200 for two years at an approved Training College in Great Britain.

(*e*) Two Scholarships for two years each at a training college in Jamaica of an annual value of £110 for a man and of £90 for a woman.

Domestic Training Centre.—This Centre was started in 1936 with a view to providing courses of training for domestic workers of both sexes, especially for those seeking work in the local hotels. Classes are also held for school girls. The Centre is at present receiving a grant of £1,150 a year from Government funds, and there are two fully-trained English teachers on the staff.

Apprentices.—A number of apprentices, about ten a year, are accepted for training at the Naval Dockyard. These apprentices are recruited by a competitive entrance examination and are admitted between the ages of 14 and 16 on indentures for five years.

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No premium is required and the boys receive wages during the period of their apprenticeship. There are, however, often more vacancies than applicants for these appointments. The trades open, to apprentices are generally those of shipwright, engine-fitter, electrical fitter, ship-fitter, blacksmith, plumber, joiner, boiler-maker, coppersmith, mason, carpenter, rigger, sailmaker, pattern-maker, and founder. In addition to his practical training, each apprentice is given the opportunity of attending the Dockyard School for theoretical instruction in a number of subjects. This privilege continues for four years, if apprentices show sufficient promise.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

The total shipping for the year under review, entered and cleared was 6,441,284 tons.

The following tables show the details of the above total, distinguishing between British and foreign ships and between steam and sailing ships :—

	British.		
	Steam.	*Sail.*	*Total.*
	Tons.	*Tons.*	*Tons.*
Entered	2,648,393	214	2,648,607
Cleared	2,648,389	214	2,648,603
Total British shipping			5,297,210

	Foreign.		
	Steam.	*Sail.*	*Total.*
	Tons.	*Tons.*	*Tons.*
Entered	570,705	960	571,665
Cleared	571,449	960	572,409
Total foreign shipping			1,144,074

The Furness–Bermuda Line operates a service of one to three sailings a week, according to the season, in each direction between New York and Bermuda. The Canadian National Steamship Line operates a weekly service between Canada, Bermuda and the West Indies. Both of these companies are subsidized by the Bermuda Government.

In addition there are direct passenger and freight services between Bermuda and England by the Pacific Steam Navigation Company (monthly) and Elders and Fyffes (every six weeks).

Railways.

A light standard-gauge railway, 22 miles in length, connects both ends of the island to Hamilton.

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Roads.

Roads were maintained up to the usual standard. Widenings and improvements were carried out. The roads are not constructed for general motor traffic, and motor vehicles, except the Government and Municipal lorries, ambulances and fire-engines, are prohibited. The roads are for horse-drawn vehicles and bicycles. For these purposes they are satisfactory.

Cables and Wireless.

The Cable and Wireless (West Indies) Limited, associated with Cable and Wireless Limited, operates cable, wireless and wireless telephone services between Bermuda and all parts of the world.

For cables and wireless messages the full rate to England is 1s. 3d. a word, to New York 1s. 6d. a word. The wireless telephone charges are $27 and $15 respectively for three minutes.

Postal.

The number of parcels received was 62,925. The money-order business amounted to £62,229. Of this, orders to the value of £55,653 were issued and £6,576 paid. The transit to London for mails is 10–14 days. The postage on letters to all parts of the Empire is 1½d. for the first ounce and 1d. for each additional ounce.

Telephones.

There are about 11,600 miles of telephone line, including underground cables, owned by the Bermuda Telephone Company. The rates for a one-party service are from £12 (residential) to £20 per annum. There is no limit to the number of calls and there are no toll or mileage charges. The system is automatic throughout the Colony. The number of subscribers is 2,257.

XII.—PUBLIC WORKS.

The total expenditure on public works, annually recurrent, and extraordinary, including channel works, was £89,224 as compared with £85,606 in 1937 and £63,436 in 1936. Of the total expended, £25,496 was on dredging, mainly on the Narrows and Town Cut channels, which were improved.

XIII.—JUSTICE AND PRISONS.

The Judicial Department consists of the Supreme Court and two Magisterial Courts.

The Supreme Court is presided over by the Chief Justice and one or two Assistant Justices.

The Magisterial Courts are presided over by one Police Magistrate each.

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During the year, 1,285 persons were prosecuted, of whom 91 were discharged and 1,152 punished on summary conviction; the remaining 32 were dealt with by the Supreme Court. Of the 1,152 persons dealt with summarily, 107 were sentenced to imprisonment, and of the 32 dealt with by the Supreme Court, 22 were sentenced to imprisonment.

XIV.—LEGISLATION.

Acts passed during 1938.

No.	*Title.*
1.	The Public Carriage Act, 1930, Amendment Act, 1938.
2.	The Assistant Clerk of the House of Assembly Act, 1938.
3.	The Bermuda Railway Company Advertisement Act, 1938.
4.	The Horace Hamilton Smith Compassionate Act, 1938.
5.	The Corporation of St. George's Land Act, 1938.
6.	The Islands Company Act, 1938.
7.	The Imperial Agricultural Bureaux Act, 1938.
8.	The Imperial Shipping and Imperial Economic Committee Act, 1938.
9.	The Civil Service Establishment Act, 1937, Amendment Act, 1938.
10.	The Customs Tariff Act, 1937, Amendment Act, 1938.
11.	The Interpretation Act, 1907, Amendment Act, 1938.
12.	The Bermuda Railway Act, 1924, Amendment Act, 1938.
13.	The Board of Trade Act, 1930, Amendment Act, 1938.
14.	The Saltus Trust Act, 1938.
15.	The Cavello Bay Exchange of Lands Act, 1938.
16.	The Pensions Act, 1938.
17.	The E.S. Outerbridge Compassionate Allowance Act, 1938.
18.	The Liquor License Act, 1938.
19.	The Bermuda Scholarships Act, 1927, Amendment Act, 1938.
20.	The Bermuda (Technical Education) Scholarship Act, 1924, Amendment Act, 1938.
21.	The Customs Tariff Act, 1937, Amendment Act, 1938.
22.	The Importation of Potatoes Act, 1938.
23.	The Liquor License Act, 1936, Amendment Act, 1938.
24.	The Pensions Act, 1938, Amendment Act, 1938.
25.	The Coroners Act, 1938.
26.	The Butterfield and Company Act, 1938.
27.	The Passenger Ships Act, 1938.
28.	The Liquor License Act, 1936, Amendment Act (No. 2), 1938.
29.	The Customs Tariff Act, 1938.
30.	The Expiring Laws Continuance Act, 1938.
31.	The Appropriation Act, 1938.
32.	The Immigration Act, 1937, Amendment Act, 1938.
33.	The Deportation (British Subjects) Act, 1937, Amendment Act, 1938.
34.	The Customs Tariff Act, 1938, Amendment Act, 1938.
35.	The St. George's Dredging Act, 1938.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

There are two private banks in the Colony, the Bank of Bermuda, Limited, and the Bank of N. T. Butterfield & Son, Limited. The assets of these banks as shown in their last published statements amounted to £1,243,636 and £1,130,343 respectively.

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English currency and weights and measures are the legal standard. There is, however, a Bermuda Government note issue of £1, 10s. and 5s. denominations to supplement the supply of English notes, which is small. Notes in circulation on 31st December, 1938, amounted to £200,943. The total assets of the Note Security Fund, which is a security for this liability, were, on 31st December, 1938, £249,443.

XVI.—PUBLIC FINANCE AND TAXATION.

The following table shows the total revenue and expenditure of the Colony for the years 1934–8 :—

	Revenue.	*Expenditure.*
	£	£
1934	363,474	372,065
1935	385,339	364,723
1936	431,399	412,414
1937	476,678	450,755
1938	460,002	452,072

Of the total revenue for the year 1938, £309,380 represents Customs receipts.

During the year under review no changes were made in the method of raising revenue.

There is a General Reserve Fund, the market value of which on 31st December, 1938, was £77,021.

The amount standing to the credit of depositors in the Savings Bank on 31st December, 1938, was £108,867 against £97,999 in 1937, and £89,108 in 1936.

The public debt of the Colony stood at £75,000 at the end of the year. A sum of £45,000 was borrowed in 1920, £5,000 in 1925, £20,000 in 1927 and £5,000 in 1930. The amount to the credit of the sinking fund on 31st December, 1938, was £50,212.

The estimated excess of assets over liabilities on 31st December, 1938, was £301,924.

The total assets amounted to £616,285, of which £249,443 was held for the redemption of Government Notes, £114,639 for the Savings Bank and £77,018 for the Superannuation Fund.

The revenue from Customs tariffs was derived as follows :—

	£
From *ad valorem* duties	106,341
,, surtax	37,558
,, duty on spirits and wines	48,179
,, cigars, cigarettes and tobacco	19,806
,, malt liquor	12,442
,, export tax...	3,800
,, other specific duties	81,254
	£309,380

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There is a stamp tax of 12s. 6d. on passenger tickets in respect of every person leaving Bermuda. Revenue from this source is about £44,000. A stamp tax of 1d. is payable in respect of all receipts for £1 or more and in respect of all cheques.

XVII.—MISCELLANEOUS.

Mr. A. W. G. H. Grantham, Colonial Secretary, was transferred to Jamaica as Colonial Secretary with effect from the 29th August, 1938.

Lieut.-Colonel K. I. Gourlay, D.S.O., M.C., acted as Governor during His Excellency the Governor's absence on leave from the 15th August to the 2nd October, 1938.

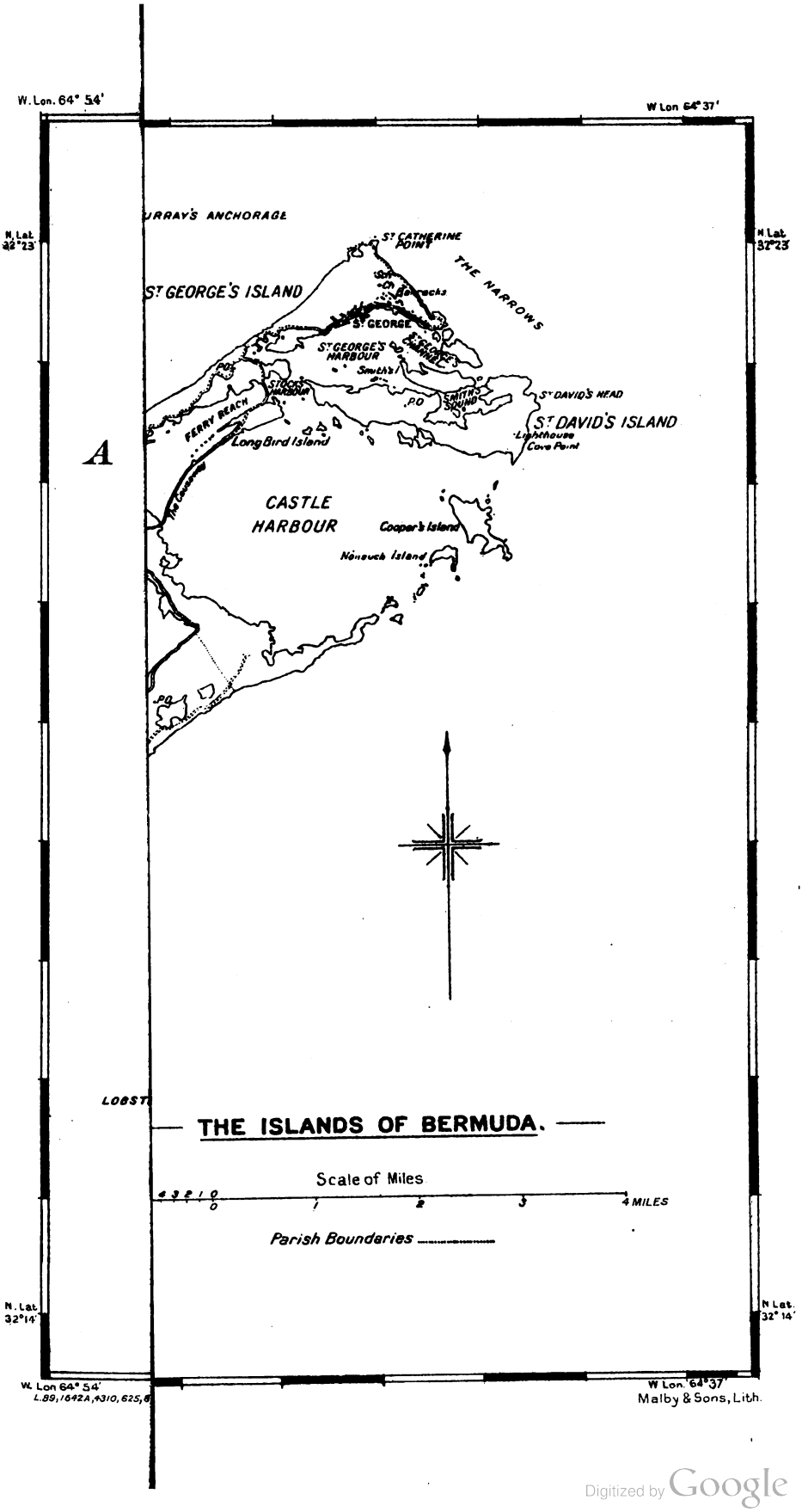
Major E. A. T. Dutton, C.B.E., was appointed Colonial Secretary with effect from the 25th September, 1938, and arrived in the Colony to take up his duties on the 5th October, 1938.

Mr. J. T. Gilbert, O.B.E., was appointed Attorney-General on the 1st January, 1938.

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF THE LEEWARD ISLANDS FOR 1937.

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I.—GEOGRAPHY, CLIMATE, AND HISTORY.

The Colony of the Leeward Islands, with a total area of 726 square miles, consists of a number of islands belonging partly to the Lesser Antilles and partly to the Greater Antilles. Antigua, Barbuda, St. Christopher (St. Kitts), Nevis, and Montserrat lie between West longitude 61° and 63°, and around North latitude 17°, but Dominica is about 100 miles to the south, separated by the French island of Guadeloupe from the rest. The Virgin Islands, Sombrero, and Anguilla on the other hand lie some distance away to the north-west. The Virgin Islands, St. Kitts, Nevis, Montserrat, and Dominica are mostly volcanic in origin with mountains rising to 1,780, 3,711, 3,596, 3,002, and 4,750 feet respectively, while Antigua, Barbuda, and Anguilla are sedimentary and are subject to drought.

All the islands are refreshed by the cooling trade winds, though Dominica, with its heavy intervening mountain system, becomes hot and steamy at certain times of the year. The rainfall registered at the different Botanic Stations during 1937 was as follows:—Antigua 62 inches, St. Kitts 43 inches, Dominica 75 inches, Montserrat 48 inches, Virgin Islands 56 inches. The mean temperature was 79° F.

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Politically the Colony is divided into five Presidencies:—(*a*) Antigua, with Barbuda and Redonda, (*b*) St. Christopher-Nevis, with Anguilla, (*c*) Dominica, (*d*) Montserrat, and (*e*) the British Virgin Islands (which are in close proximity to the American Virgin Islands). These five Presidencies have been united and separated at various times in their history, and were finally federated in 1871 by an Imperial Act.

From a historical point of view the Leeward Islands Colony is one of the most interesting in the Empire.

St. Kitts was the first island in the West Indies to be systematically colonized by the English, Sir Thomas Warner, captain of the King's Body Guard, bringing out a number of farmers and artisans for that purpose in 1623. In 1666, 1689, and 1782 it was captured by the French, and in the latter year the famous defence of Brimstone Hill took place, a gallant action which ultimately enabled Rodney to defeat the French fleet at " The Saints " near Dominica and save the then Colonial Empire.

In Nevis, in 1787, Nelson, then aged 25, and acting as Commander-in-Chief of the Leeward Islands Naval Station, married the young widow Nisbet, who survived him. In 1757 Alexander Hamilton, the son of a Scottish planter and the founder of the American Constitution, was born in Nevis.

Antigua is the headquarters of the Colony and the residence of the Governor. The island was settled by Sir Thomas Warner's son in 1632, and only once, in 1666, was it captured by the French. At Antigua is the historic old Naval Dockyard, first built in 1725, where Nelson lived between 1785 and 1787. It lies in a romantic narrow inlet, English Harbour, and is to-day just as it was left when the last of the old frigates was warped out. Efforts are now being made to preserve the ruined buildings so that it may be an Empire memorial to the Navy.

Dominica was originally declared as neutral territory between the French and English, but became English by the Treaty of Paris in 1763. In 1771 it was made a separate Colony, but was rejoined to the Leeward Islands in 1832. During that period, however, it was captured and held by the French for five years until restored to England by the Treaty of Versailles in 1783.

In 1805 the Duke of Cornwall's Light Infantry (the old 46th) and the local militia distinguished themselves in a gallant resistance to General La Grange and a great invading force.

Montserrat was settled by Sir Thomas Warner in 1632, but was captured (and subsequently restored) by the French in 1666 and 1782.

The Virgin Islands were first settled by Dutch farmers, who became buccaneers in 1648. English buccaneers drove them out in 1666, and in 1672 the islands were absorbed into the Leeward Islands Colony. For a long time the islands were the haunts of pirates.

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II.—GOVERNMENT.

There is one Governor of the Colony, and his representatives in the Presidencies of St. Christopher-Nevis and Dominica are styled Administrators, and in those of Montserrat and the Virgin Islands, Commissioners.

The Colony possesses a Federal Executive and a General Legislative Council, the members of the former and the official members of the latter being appointed by the Crown, while the unofficial members of the latter (three each from Antigua and St. Christopher-Nevis, two from Dominica, and one from Montserrat) are elected by and from the unofficial members of the Legislatures of their respective Presidencies. There is also a nominated unofficial member for the Virgin Islands on the General Legislative Council.

Each Presidency has an Executive and a Legislative Council, with the exception of the Virgin Islands, which has an Executive Council only. The Presidential Legislative Councils have concurrent legislative powers with the General Legislative Council on specified subjects so far as their " Ordinances " are not repugnant to the " Acts " of the latter. The duration of each Legislative Council is limited to three years.

The Antigua Legislative Council, previously partly elected and partly nominated, passed an Act in 1898 abrogating itself and substituting the Crown Colony system.

The St. Kitts and Nevis forms of Legislative Council, partly elected and partly nominated, were abolished by an Act of 1878, and the Crown Colony system substituted.

The Dominica Legislative Council, like that in Antigua, was changed in 1898, but in 1924 an Ordinance was passed allowing for the election of four of the unofficial members.

The Montserrat Legislative Council was similarly changed in 1866.

There has been no Legislative Council in the Virgin Islands since 1902.

In 1936 steps were taken to reconstitute the Presidential Legislative Councils with unofficial majorities, and with partly elected and partly nominated unofficial members. The reconstituted Legislative Councils came into being in 1937.

Municipal Government.—In Antigua (St. John's) there is a (partly unofficial) municipal body called the " City Commissioners "; in Dominica there is a partly elected Town Council at Roseau, and a nominated Town Board at Portsmouth.

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III.—POPULATION.

The estimated population on 31st December, 1937, was as follows:—

		Area (Sq. miles).	*Principal Town (approximate population).*
Antigua	33,471	108	St. John's (10,000).
Barbuda	1,052	62	—
St. Kitts	18,694	68	Basseterre (8,000).
Nevis	13,724	50	Charlestown (1,200).
Anguilla	5,639	34	—
Dominica	49,483	305	Roseau (8,000).
Montserrat	13,712	32	Plymouth (2,000).
Virgin Islands ...	6,288	67	Road Town (400).
Total	142,063	726	

The decennial census of 1931 was not taken in view of the financial condition of the Colony in that year, but the percentages of the different races at the time of the previous census were as stated below, and, although the population has now generally increased, it is probable that the proportions are about the same.

	Antigua.	*St. Kitts-Nevis.*	*Dominica.*	*Montserrat.*	*Virgin Islands.*
White ...	4	3	1½	1	1
Coloured ...	13	16	31½	21	23
Black ...	83	81	67	78	76

The birth and death rates per 1,000 in 1937 were as follows:—

	Birth-rate.	*Death-rate.*
Antigua	40·08	24·22
Barbuda	38·76	12·18
St. Kitts	43·22	33·80
Nevis	29·94	13·30
Anguilla	34·23	12·50
Dominica	30·35	14·51
Montserrat	32·75	15·31
Virgin Islands	32·16	8·89

Infantile mortality for the past five years has been as follows:—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Antigua and Barbuda ...	175	125	105	111	171
St. Kitts	180	229	200	190	223
Nevis	73	104	204	241	113
Anguilla	76	116	99	182	80
Dominica	126	107	97	100	119
Montserrat	134	94	130	120	167
Virgin Islands ...	165	69	109	140	135

The emigration and immigration figures of the Colony about balance during recent years. Before the embargo on free emigration to the United States, Cuba, and Puerto Rico, the emigration figures considerably outnumbered those of immigration. There is still a certain amount of emigration for work

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on the sugar estates in the Dominican Republic, but it is seasonal, and the men usually return the same year. The Government of Panama is repatriating British West Indian labourers at its expense.

IV.—HEALTH.

General.

The Colony, which from November to May is only semi-tropical, is gradually becoming known as a health resort, and more visitors are coming yearly, especially during the winter months, from the United Kingdom, Canada, and the United States of America.

Hospitals are established in the principal centres, and there are 25 Government Medical Officers stationed throughout the Colony. There is also a system of village dispensaries. Water supplies in most of the islands are good and plentiful. Legislation regarding bakeries and dairies is in force, and the meat markets are regularly inspected. The ordinary diseases found in tropical countries prevail, but not usually in a serious form. Cases of ankylostomiasis, filariasis, dysentery, malaria, tuberculosis, venereal diseases, and yaws, are found in varying numbers.

There is a central lunatic asylum (176 patients) at Antigua, and leper homes at Antigua (35 patients) and St. Kitts (40 patients).

The teeth of the school children in the Presidencies of Antigua and St. Kitts-Nevis have been receiving special care from dentists subsidized by the Government. Homes for the aged and infirm are now established in Antigua, St. Kitts, Nevis, Dominica and Montserrat.

Antigua.

Public health work started by General Barrow has been continued on the lines initiated by him. The bacteriological laboratory, which was part of the scheme, has been found most useful. There were 3,367 examinations made, 1,580 of which were blood films for malaria, 787 Kahn test, 323 differential blood counts, 30 Widal tests and various other tests.

Venereal diseases are treated by Medical Officers in their offices and at dispensaries situated throughout the island.

Infant Welfare is arranged for at the central crêche (a voluntary organization) in St. John's and at three Government crêches in the villages of All Saints, Bolans, and Cedar Grove. These crêches are usually full. Free dental inspection and treatment at the Government schools has been continued and is a very valuable adjunct to the child welfare of the community.

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Mortality and Disease.—There were 1,192 births and 710 deaths during the year. There were approximately 3,062 cases of malaria during the year, mostly of the subtertian type, with 49 deaths in all. Six sanitary inspectors are engaged to superintend the cleaning up and drainage in the villages. Stagnant water is treated with Paris green or oil. Quinine is distributed without charge when funds permit.

Hospital.—There is a hospital with an X-ray room and 90 beds. There were 472 males and 497 females admitted during the year. The average period spent in hospital was 29 days for males, and 28 days for females.

There were 83 deaths, 41 males and 42 females. The number of major operations was 114, and minor operations 467. There were 66 ophthalmic cases and 7 cases of eclampsia. The rebuilding of the men's surgical ward was completed.

Home for the aged and infirm (*Fiennes Institute*).—69 males and 67 females were admitted. There were 87 deaths, chiefly from diseases incidental to old age.

Dispensaries.—There are now 13 Government dispensaries in Antigua and one in Barbuda. There are 25 Government district nurses, who are also midwives.

There is a quarantine station and, as already mentioned, a leper home and a lunatic asylum, the latter being a Federal institution.

St. Kitts-Nevis.

The general health of the Presidency is good.

Malaria fever occurs in Nevis, where the anopheles mosquito is found, principally in the bog lands adjoining Charlestown, and to a lesser degree in the small water-courses on the northern side of the island. In Anguilla the cases seen are among those labourers who have returned from Santo Domingo. Cases seen in St. Kitts are all imported. Anophelene mosquitoes have not been detected in St. Kitts.

Infant welfare.—Infant welfare work progresses. Since the movement was started and crêches under the supervision of the District Matron were provided, infant mortality in St. Kitts has decreased from 409·6 per 1,000 living births in 1920, to 223 in 1937.

Hospitals.—The central hospital at Basseterre, St. Kitts, has 81 beds and 4 maternity beds. Other hospitals are at Sandy Point, St. Kitts (16 beds), Nevis (between 30 and 40 beds) and Anguilla (8 beds). There are homes for the aged and the infirm at Basseterre (50 beds) and at Nevis (12 beds). The leper home in the Sandy Point district has 40 inmates.

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Staff.—The Presidency is divided into seven medical districts (St. Kitts four, Nevis two, and Anguilla one). There are three European nursing sisters in the Presidency, one of whom is District Matron and trains pupil midwives. There are eight Sanitary Inspectors working under the supervision of the Senior Medical Officer. Dental clinics are held regularly by the Government Dental Officer, and the attention to the teeth of the elementary school children should produce results, in the years to come, in the general health of the people. Dispensaries are established in different parts of the medical districts.

Dominica.

The Chief Medical and Health Officer is in general charge of all matters concerned with public health.

Infant Welfare.—The Roseau and the St. John's Child Welfare Committees maintained their special clinics during 1937. These are voluntary committees in receipt of Government grants. The Roseau Clinic is held in the out-patients' department of the Roseau Hospital and is directed by the Matron. The St. John's Clinic serves the town and district of Portsmouth. At the beginning of March, 1936, a third infant welfare centre was inaugurated at Marigot under the auspices of the Marigot Village Board and has been well supported. The total number of children under three years of age on the registers of those three centres during 1937 was 465.

Sanitation.—The sanitation of the towns of Roseau and Portsmouth has continued under the control of the Roseau Town Council and the Portsmouth Town Board, respectively, with their own sanitary officers. Under the Medical and Sanitary Services Ordinance, 1935 (No. 9 of 1935), the Central Board of Health has powers to make regulations for the rest of the island with respect to various matters of public health, and the sanitary organization includes ten sanitary inspectors for the most important districts. Special efforts have been directed against ankylostomiasis, malaria, tuberculosis and yaws.

Mortality and Disease.—The birth-rate of 30·35 for 1937 was below the average for the five-year period 1931-5, which was 32·74. The death-rate of 14·51 was also below the average. The infant mortality rate was 119. Deaths at all ages from all forms of tuberculosis numbered 54, out of a total of 711 deaths from all causes. Malaria, which is endemic, accounted for 57 deaths. Deaths from diarrhœa and enteritis numbered 32.

Hospitals.—There is a Central Hospital at Roseau with 100 beds; admissions in 1937 numbered 1,359. Country hospitals are maintained at Portsmouth (33 beds), Marigot (6 beds), and Grand Bay (4 beds), with respectively 718, 120 and 125 admissions during the year. At Roseau there is also a home

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for the aged and infirm with accommodation for about 30 inmates. Eighteen dispensaries are maintained in the four medical districts.

Staff.—There are four District Medical Officers under the Chief Medical Officer. Six dispensers (including two who are the stewards of the Roseau and Portsmouth Hospitals) assist the Medical Officers. The training of nurses and midwives is under the supervision of the European Matron of the Roseau Hospital. In addition to 22 native nurses on the staffs of the hospitals, twelve nurse-midwives are employed in the districts.

Montserrat.

The general health of the population was not as good as in the previous year, and the death-rate was slightly higher, 15·31 per 1,000.

Gastro-enteritis accounted for many deaths among young children during the year, and during the first quarter of the year there was an epidemic of influenza, with a marked tendency to broncho-pneumonia.

The new Glendon Hospital was opened in February, 1937 and 511 patients were treated during the year.

Yaws and Syphilis.—These diseases continued to show a decrease, and the cases presenting themselves for treatment were followed up closely and given adequate treatment.

Virgin Islands.

The health of the Presidency has been generally satisfactory. Malaria is on the wane, and is not of a severe type. There were 8 cases of typhoid. During the year there were 236 admissions to the hospital with 7 deaths, and there were 50 deliveries without any maternal or infant deaths.

Staff.—The medical staff of the Presidency consists of one medical officer, one European nursing sister and one sanitary officer in Tortola and one dispenser at Anegada Island.

V.—HOUSING.

Antigua.

The Housing Scheme, financed originally from the Colonial Development Fund, has improved the type of house used by the poorer classes and with it goes improvement in living conditions of the people. The houses are mainly of standard type and consist of three rooms and a verandah, with a separate latrine and kitchen. The houses are very sanitary and easily disinfected. The demand for houses in the model village was not maintained in 1937. In addition to the model village, similar houses under the same scheme have been erected on the Antigua land settlement area at Greencastle, at the village of All Saints,

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and at other places. One of the most valuable aspects of the scheme is that it is proving an encouragement and an incentive to others of the artisan and peasant class to build new houses for themselves and a much improved type of house is appearing in many parts of the island.

St. Kitts-Nevis.

Some estates provide a few wooden houses free of rent to their more reliable labourers.

A scheme for improving housing conditions in Basseterre and Sandy Point was commenced late in 1930, and up to the present 61 model concrete houses have been built for labourers and artisans, 45 at Basseterre and 16 at Sandy Point.

This scheme was made possible by assistance from the Colonial Development Fund which took the form of a free grant of £6,500 and a loan of a similar sum, free of interest for five years. A total sum of £8,126 6s. 2d. has so far been spent. Further construction is in abeyance pending reconsideration of the type of house and its cost and conditions of sale.

The cottages consist of three rooms and an entrance verandah. The cost of each cottage, including outbuildings and fences, but excluding land, is £122.

The larger residencies and places of business are of two storeys, the lower, generally speaking, of stone and the upper of wood. These buildings are provided with hurricane shutters as the islands are almost in the centre of the hurricane zone.

Dominica.

The commonest type of dwelling-house used by the wage-earning population is a single storey wooden structure, usually elevated from the ground by a few stones or wooden supports about a foot high. The roof is made of shingles or corrugated iron except in a few areas where the poorer houses are thatched. The interior may be divided into two or three compartments by wooden partitions; a door and two or three windows with shutters communicate with the exterior. The size of the building varies from 10 ft. by 8 ft. by 8 ft. to 20 ft. by 16 ft. by 10 ft. On an average about five persons occupy each of these dwelling-houses.

In the two towns, Roseau and Portsmouth many of the lots are owned by landlords who erect houses thereon and let them at a weekly rental of 1s. 6d. per room, i.e., 3s. to 4s. 6d. per house; or they may let small areas for building. In the country districts the occupant more often has built his own house of native lumber, on a portion of land purchased by himself. The

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building is done with the help of his neighbours and at a very small cost since skilled labour is not employed.

The dwelling-house may or may not be provided with a roughly-made kitchen adjoining it, or the cooking may be done in the open. Water is obtained from the nearest standpipe, river or stream. Sanitary conveniences are often entirely lacking, the inhabitants depending on communal latrines where such are provided by the Government, or on common dumping grounds often in close proximity to houses. The great defect in the housing accommodation lies not in the house itself but in the surroundings and in the lack of sanitation. There is marked congestion, especially in the towns and villages of the Leeward coast, caused by the absence of town or village-planning. Overcrowding and lack of ventilation favour the spread of tuberculosis and other infectious diseases.

In Roseau and Portsmouth, by-laws compel intending builders to obtain permission from the Town Council or Town Wardens. The Roseau Town Council passed a new Buildings By-Law in 1933 repealing the Buildings By-Law, 1899, and making more stringent the conditions which have to be complied with in the erection of any new building. Among its new provisions may be mentioned the following:—the minimum frontage of any new building facing a street or other public place is increased from 16 to 21 feet, definite spaces are required to be left between the buildings and the boundaries of the site; a minimum floor area of 120 square feet is laid down for any living room in a dwelling-house; provision of latrine accommodation of a type approved by the Council is made compulsory for every new building intended to be used as a dwelling-house, shop factory or place of business. Provision is also made for the evacuation of any dwelling-house, which the Medical Officer of Health represents to be in a state so injurious to health as to be unfit for human habitation.

In the country districts there is no legislation in force governing buildings; a few of the larger estates provide dwelling-houses for a certain number of their labourers, but this practice has largely died out. There are no building societies in existence.

Montserrat.

Many new buildings of reinforced concrete or wood have replaced the old earthquake-damaged buildings and many others are being built. Nearly all new buildings are provided with sanitary water closets and septic tanks.

Two houses were built during the year under the Colonial Development Concrete Housing Scheme. The cost of the houses is however too high for many applicants, and a revised scheme is being considered.

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Virgin Islands.

The Housing conditions in the British Virgin Islands, while possibly not ideal, are considerably better than those prevailing elsewhere in the Leeward Islands. The average house of the peasant is a sturdy wooden building measuring about 20 ft. by 15 ft. with an acre or more of arable land. The present living conditions seem admirably suited to the population which consists almost entirely of small landowners and fishermen. The wage-earning population is very small, being practically restricted to the limits of the town of Road Town in Tortola. Sanitary conditions are satisfactory and general health is good. A local Board of Health controls the general health and sanitation.

VI.—PRODUCTION.

Sugar, cotton, limes and lime products, oranges, grapefruit, bananas, cocoa and table vegetables are the chief products of the Colony. The following table summarises the principal exports of local produce of the whole colony for the year 1937 compared with the previous year:—

		1936.		*1937.*	
		Quantity.	Value. £	Quantity.	Value. £
Avocado pears	crates	5,158	1,171	4,972	746
Bananas	bunches	104,041	8,597	121,764	11,024
Bay oil	lb.	21,287	3,230	—	2,998
Cattle	...	1,583	5,369	1,637	5,493
Cocoa	lb.	354,578	4,168	274,108	4,984
Coconuts	No.	774,084	2,199	1,112,156	3,509
Copra	lb.	319,076	1,702	155,044	986
Cotton	lb.	1,138,055	75,245	1,133,726	81,899
Cotton seed	tons	600	1,973	410	1,664
Grapefruit	crates	3,038	1,586	4,375	1,871
Lime juice, raw	gal.	140,610	5,757	171,813	7,148
Lime oil, distilled	lb.	10,500	11,729	8,733	7,622
Lime oil, ecuelled	lb.	1,800	2,045	1,667	2,666
Limes, green	brls. & crates	6,500	6,203	9,997	7,556
Mangoes	brls.	8,616	3,164	6,078	2,481
Molasses	gal.	1,152,391	11,930	1,169,103	17,113
Oranges	brls. & crates	10,786	7,319	11,447	7,058
Rum	gal.	9,515	1,359	9,802	1,578
Salt	tons	2,000	3,190	1,900	3,116
Sugar	tons	46,651	417,199	64,741	647,957
Tomatoes	crates	68,000	7,113	43,010	6,193

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Antigua.

There are two modern sugar factories, one at Gunthorpes, owned by the Antigua Sugar Factory Company (Henckel, Dubuisson and Company), and one at Bendals owned by the South Western Estates Company. The capacity of the former is approximately 22,000 tons and that of the latter 4,000 tons.

The average rainfall in 1936 was 60 ins. and the record 1937 sugar crop amounted to 32,501 tons grey crystals and 371 tons muscovado. Sugar exports amounted to 31,667 tons crystals valued at £318,603 and 100 tons muscovado valued at £1,000 together with 679,410 gallons of pan molasses valued at £9,360.

The average yield of canes per acre was 25·1 tons as compared with 16·3 in 1936.

The Antigua Sugar Factory paid 16s. 4·3d. per ton for canes for the 1937 crop and the Bendals Factory 14s. per ton.

During the year expenditure was continued from the loan which was obtained from the Colonial Development Fund in 1936 to cover the cost of certain extensions of the railway systems of the two factories. These extensions, one of which was completed in 1937, will be of great assistance, especially to peasants, many of whom cultivate land far removed from the present railway lines and are faced with uneconomic tranportation costs.

The 1937 cotton crop was reaped from 950 acres: the total production was 91,111 lb. clean lint and 5,829 lb. stains. The crop was sold at prices varying from 1s. 9d. to 1s. 11d. per lb. for clean lint and 8d. to 1s. for stains.

The area planted for the 1937-8 crop was about 1,600 acres. Germination was fair but most fields suffered badly from the very heavy rains early in November and in the latter half of December, while the cotton caterpillar did considerable damage in many districts.

The Government Land Settlement Schemes continue to develop. During 1937 the Factories purchased from peasants 64,000 tons of cane.

Sugar cane experiments were continued during 1937: definite results are now being obtained and it is hoped that in a few years' time the application of these results to general agricultural practice will lead to economic increases on yield throughout the island.

Further entomological investigations were conducted by Mr. H. E. Box on the control of the moth borer of sugar cane.

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During 1936 a step was taken to further the interests of peasant cultivators through the establishment of a branch of the Agricultural Department devoted especially to the development of peasant industries, particularly cotton and vegetables.

The following table shows the relative exports of the principal products of Antigua over a period of five years:—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Sugar (tons)	23,875	20,677	16,072	19,759	31,667
,, (value) ... ...£	234,920	196,534	151,249	181,293	318,603
,, acreage of cane reaped ...	9,450	9,686	9,800	12,800	12,900
Molasses (gal.)	520,232	808,459	324,562	536,177	679,410
,, (value) ...£	1,084	2,515	2,188	3,351	9,360
Cotton (lb.)	8,400	9,600	32,950	117,380	91,111
,, (value) ... ...£	420	480	2,062	8,988	6,951
Lime juice, raw (gal.) ...	9,189	3,712	6,916	6,106	1,170
,, ,, ,, (value) £	557	142	305	154	33
Tamarinds (barrels) ...	495	152	461	522	—
,, (value) ...£	427	93	295	522	506
Rum (gal.)	—	851	2,008	6,425	6,381
,, (value) ... ...£	—	133	293	935	1,080

St. Kitts-Nevis.

There is one central modern sugar factory, owned by the Basseterre Sugar Factory Company (Henckel, Dubuisson Co.), of an original capacity of approximately 20,000 tons, which has since been considerably increased. It is connected to the various sugar estates by a narrow-gauge railway encircling the island. 34,260 tons of crystal sugar, of approximately 96 degrees polarization, were made. The area under cane was about 9,029 acres, giving an average yield of over 28·4 tons to the acre.

Recently the planters have made serious efforts to increase the yields of cane by the introduction of parasites for the control of insect pests, and by an extended use of artificial fertilizers.

All estates have a certain number of contract labourers, who live in estate houses and receive free medical attention and a free plot of land for growing ground provisions and vegetables.

Small quantities of muscovado sugar and fancy molasses were manufactured in Nevis.

Four thousand one hundred and sixty-eight acres were planted with cotton in 1937 and 448,019 lb. of lint produced.

There are Government agricultural instructors in Nevis and Anguilla, who pay visits to peasants' holdings and endeavour to improve their methods of agriculture.

Progress has been made with the land settlement schemes in Nevis and Anguilla.

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The following table shows the relative exports of the principal products of St. Kitts-Nevis over a period of five years:—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Sugar (tons)	22,588	28,320	27,280	26,892	33,074
,, (value) ... ...£	234,747	260,000	236,964	236,959	329,354
Molasses (gal.)	630,749	973,000	453,999	474,024	489,693
,, (value) ...£	2,897	2,027	5,126	6,562	7,753
Cotton (lb.)	88,550	141,687	204,647	508,295	398,862
,, (value) ... ...£	4,701	8,200	10,327	33,885	29,588
Coconuts	56,953	105,646	95,157	9,030	7,868
,, (value) ...£	289	228	215	26	16
Tomatoes (lb.)	28,637	12,000	15,880	14,220	—
,, (value) ...£	221	105	120	100	—
Salt (tons)	34	1,302	1,677	2,500	2,000
,, (value) ... ...£	9	2,056	2,188	3,173	2,968

Dominica.

There was a general increase in the production of agricultural products and exports showed an improvement of £6,109 in their estimated f.o.b. value as compared with 1936.

The lime industry is showing definite signs of recovery and the crop was estimated at about 45,000 barrels of fruit. The principal lime products exported and their estimated f.o.b. values were as follows:—

Green limes 4,450 barrels, £6,644; Raw Juice 110,765 gal., £4,679; Distilled Oil 8,213 lb., £7,057.

The fresh fruit export trade, excepting that in grapefruit, has shown satisfactory expansion. Increased shipments of oranges, mangoes and avocado pears were made and prices ruling were on the whole satisfactory to shippers.

An improvement in the price of copra and co-operation among coconut growers to develop an export trade in dry coconuts has resulted in a revival of interest in the coconut industry.

Although the price of cocoa showed improvement, adverse weather conditions seriously affected production.

The demand for vanilla showed considerable improvement and resulted in a big increase in production with prices better than they have been for a number of years.

A few of the principal estates are owned by Europeans, but the majority belong to local planters. There is a preponderance of peasant holdings which contribute to the production of staple products as well as to supplying produce for local consumption.

The raising of livestock is left to individual enterprise and the number raised is only sufficient for local needs.

There is no organized fishing industry, but natives engage in fishing to supply the local demand for fresh fish.

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The following table shows the relative exports of the principal products of Dominica over a period of five years:—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Limes, total crop estimated as "barrels"...	36,000	27,000	28,214	36,825	45,000
Limes, green or fresh (barrels)	4,391	3,790	4,035	3,865	4,450
Limes, green or fresh (value) ... ...£	4,033	4,598	6,123	5,968	6,644
Lime juice, raw (gal.) ...	37,770	74,908	48,074	88,460	110,765
,, ,, ,, (value)...£	1,889	4,523	2,002	3,686	4,679
Lime juice, concentrated (gal.)	35,467	7,462	3,372	2,783	1,735
Lime juice, concentrated (value) ... ...£	1,817	273	184	198	130
Lime oil, distilled (lb.)	9,302	6,288	7,127	9,189	8,733
,, ,, ,, (value)£	10,288	6,418	7,443	9,612	7,622
Lime oil, ecuelled (lb.)	320	245	140	350	1,667
,, ,, ,, (value)£	353	393	186	565	2,666
Bay oil (lb.)	21,774	14,988	16,474	21,282	—
,, ,, (value) ...£	3,630	2,206	2,421	3,229	2,998
Oranges (crates and barrels) ...	7,255	7,192	8,850	10,786	11,747
,, (value)... ...£	3,268	4,324	5,764	7,319	7,058
Grapefruit (crates) ...	5,981	3,167	5,386	3,038	4,375
,, (value) ...£	2,684	1,403	2,596	1,586	1,871
Avocado pears (crates)	2,946	4,344	3,726	5,158	4,845
,, ,, (value) £	567	838	744	1,171	719
Mangoes (crates) ...	6,872	4,084	3,462	8,616	6,056
,, (value) ...£	931	1,225	1,363	3,164	2,477
Cocoa (lb.)	358,112	324,333	344,156	354,578	274,108
,, (value) ... ...£	2,550	2,983	3,459	4,168	4,984
Coconuts	109,357	103,639	230,170	719,554	1,046,312
,, (value) ...£	223	249	452	1,991	3,271
Copra (lb.)	105,237	247,508	278,793	273,612	116,016
,, (value) ... ...£	882	836	1,066	1,497	773
Rum (gal.)	24,660	17,521	10,179	3,090	3,339
,, (value) ... ...£	3,811	2,281	1,428	424	480
Vanilla (lb.)	21	797	609	4,341	9,537
,, (value) ... ...£	2	109	152	868	4,048
Bananas (bunches) ...	22,304	37,850	71,527	99,858	114,812
,, (value) ...£	889	3,253	5,780	8,391	10,658
Hardwood (ft.)	65,193	108,466	95,407	131,638	100,000
,, (value) ...£	405	965	537	710	531
Tobacco Leaf (lb.) ...	1,834	12,800	5,823	3,042	—
,, (value)... ...£	144	1,031	349	178	—
Canoes & shells ...£	164	267	456	660	474

Montserrat.

During the year the island suffered through failure of the cotton crop as the result of adverse weather conditions. Exports of vegetables showed a marked increase; lime products, however, found limited demand. Economic conditions were generally unfavourable compared with the previous year.

The area planted in cotton in 1937 was about 4,500 acres, slightly more than that in the previous year. Throughout the

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growing and harvesting period the crop was handicapped by unfavourable weather. Prolonged drought delayed the early establishment of fields; excessive moisture in the later stages made harvesting and drying of seed cotton difficult, encouraged the development of insect pests and boll diseases and placed difficulties in the way of securing an absolutely reliable and satisfactory seed supply for the following season. The total output of clean lint was 637,723 lb. Prices showed a slight increase and severe competition existed in the local market for supplies of seed cotton.

The crop was readily disposed of at prices ranging from 1s. 7d. to 1s. 9d. per lb. of lint in the United Kingdom and on the Continent.

Tomato cultivation was greatly extended and peasants realized remunerative returns. Other vegetables also found a demand in the Canadian and inter-Colonial market and the industry generally did much to assist peasants in tiding over depressed conditions which attended the cotton crop.

Lime fields also suffered to a considerable extent from the prolonged drought conditions which occurred during the first half of the year. Green limes and lime products found a limited demand abroad; it was possible to avoid any losses on the Canadian market through shipping only on cabled orders from brokers.

The following table shows the relative exports of the principal products of Montserrat during the past five years:—

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Cotton (lb.)	599,631	826,581	1,018,041	605,176	637,723
,, (value) ... ...£	24,577	41,329	54,106	33,950	44,860
,, (acreage planted)	2,187	3,106	4,438	4,450	4,500
Cotton seed (tons) ...	216	340	455	418	240
,, ,, (value) ...£	723	1,294	1,625	1,097	954
Limes, green or fresh (crates)	9,071	3,674	4,521	568	4,897
Limes, green or fresh (value) ... ...£	1,324	3,674	1,742	652	780
Lime juice, raw (gal.)	48,691	18,183	79,771	46,046	59,878
,, ,, ,, (value) £	4,231	698	3,417	1,917	2,436
Lime Oil ... ...£	2,000	2,133	2,309	1,835	3,036
Other vegetables ...£	626	855	1,154	455	340
Tomatoes (crates of 20 lb.)	8,110	8,097	18,334	45,868	40,942
,, ,, ,, (value) £	1,309	1,350	2,733	6,975	5,891
Onions (lb.)	50,906	65,495	27,630	49,467	12,967
,, (value) ... ...£	335	397	149	226	58

Virgin Islands.

During the year 1936-7 cotton crop amounting to 6,364 lb. of lint was shipped to England.

The Commissioner of Agriculture has strongly recommended perseverance in cotton as the staple industry and in consequence

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a five-year plan has been devised to establish it on a sound footing. A free grant of £500 was obtained in 1936 from the Colonial Development Fund for the eradication of cotton pest host plants, *Thespesia* and *Eriodendron;* and the work is well in hand.

A scheme for tobacco cultivation which was started in 1934 has been revived and there are signs of activity in this industry. Tobacco is being cultivated by a greater number of peasants. A site has been purchased and a factory has been erected at Peter Island.

No arrangements for contract or for non-contract labour are in force and as practically everyone is possessed of his own land paid labour is difficult to obtain.

Cattle, sheep, goats and horses comprise the main items in the livestock industry, while poultry raising is an important secondary industry. The following figures show the estimated annual production:—

		Produced.	*Exported.*
Cattle	No.	1,400	1,100
Sheep	No.	620	545
Goats	No.	2,460	1,460
Poultry	Doz.	275	175
Swine	No.	720	570
Fish	lb.	60,000	20,000
Fruit and vegetables ...		£1,700	1,300

Livestock of the Leeward Islands.

Although mechanical ploughs are very suitable for the hard clay soils of Antigua, cattle will for a long time be needed as plough and draught animals in that island and also in St. Kitts-Nevis and Dominica. In the former island a mixed strain with imported Mysore or zebu blood has been found very useful. Horses are used principally by the planters and overseers for riding about the estates. Mules are used to a certain extent for ploughing in both St. Kitts and Antigua. Donkeys are largely the means of transport of the labouring classes. Sheep are only required for the meat markets, and are usually of poor quality. Goats, pigs, and poultry are bred in large quantities for food purposes by the labouring classes.

In Antigua and St. Kitts there are qualified Government veterinary surgeons, who inspect all livestock on importation, examine market animals before and after slaughter, and periodically examine milking cattle. They also look after the health of all horses and mules belonging to the Government. They are allowed private practice among the estates of the island.

An investigation has been made into the incidence of Bovine Tuberculosis in Antigua and measures to combat this disease are receiving consideration.

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VII.—COMMERCE.

The total values of the imports and exports of the Colony for the past five years have been as follows:—

	1933. £	*1934.* £	*1935.* £	*1936.* £	*1937.* £
Imports from—					
United Kingdom ...	269,129	245,654	231,319	278,282	298,781
Canada	109,089	112,635	121,792	133,333	154,102
Rest of Empire ...	93,473	86,203	98,948	103,588	147,933
United States of America	75,022	79,973	82,273	95,268	109,074
Other foreign countries	54,780	53,602	44,593	51,913	62,243
Total	601,493	578,067	578,925	662,384	772,133
Exports to—					
United Kingdom ...	387,345	379,628	299,481	321,104	685,195
Canada	108,997	119,170	184,242	218,978	83,661
Rest of Empire ...	21,265	36,200	40,859	48,053	48,381
United States of America.	20,321	16,957	17,439	16,836	30,941
Other foreign countries	21,688	25,221	29,681	26,462	28,703
Total	559,616	577,176	571,702	631,433	876,881
Percentage of value of exported sugar to total exports	81	77	70	66	74

From the above it will be seen that sugar forms the bulk of the Colony's exports, and that any lowering of the value of sugar exports, due to hurricane, drought, or low prices, is at once reflected not only in the total export trade but automatically in the import trade, because there is less money in circulation. The percentages of imports are as follows:—

	1933. per cent.	*1934.* per cent.	*1935.* per cent.	*1936.* per cent.	*1937.* per cent.
United Kingdom ...	44	42	40	42	39
Canada	18	20	21	20	20
Rest of the Empire ...	16	15	17	15	19
United States of America	12	13	14	15	14
Other foreign countries	10	10	8	8	8

It is interesting to note the extent to which the position of the United Kingdom has been maintained, in spite of the fact that £1 now buys £1 worth of goods in the United States, as contrasted with 13s. worth in 1932 and 1933, after the departure of Great Britain from the Gold Standard. Owing, however, to the lower rate of import duty on British goods, the revenues of the Colony have suffered. The trade with the United Kingdom in motor-cars, shoes, groceries, cotton, and fancy goods might be still further developed, but not by correspondence. Visits of commercial travellers with samples are very necessary.

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VIII.—WAGES AND COST OF LIVING.

The day wages of field labourers vary from 1s. to 2s. for men and 6d. to 10d. for women, with about 3s. 6d. to 6s. for artizans. The wages of domestic servants are from 4s. to 12s. a week. Most of the field work on the estates is done by the task, and in the crop season labourers frequently perform two tasks a day, earning from 16s. to 20s. a week. In addition to this estate labourers are usually provided with free medical attendance, houses, and land for planting provisions.

For office workers and professional men the cost of living is about the same as in the country districts of England. The rent of bungalows or small houses is about £40 to £60 a year. The hotels, which are more like small boarding houses, charge between 8s. 4d. and 16s. 8d. a day. The average prices of foodstuffs per lb. are:—bread 4d., flour 3d., fish 4d., beef 8d., and milk 4d. per qt.

IX.—EDUCATION AND WELFARE INSTITUTIONS.

Education.

Elementary or primary schools (all free and undenominational) are maintained by Government throughout Antigua, St. Kitts, and Dominica, and are State-aided in Montserrat and the Virgin Islands. There is an advisory Board of Education in each Presidency. A sum of £27,187 was provided for education in 1937. Pupil teachers are trained locally for three years, and then selected ones are awarded studentships for higher training at the Training College in Trinidad for men, or the Spring Gardens Female Teachers' Training College at Antigua for women. As the outcome of the Mayhew-Marriott Reports, the whole system of education in the West Indies is being considered by two Education Commissioners, Messrs. S. A. Hammond and H. W. Stokes, who have their headquarters in Trinidad and travel about from Colony to Colony.

Antigua.

The Boys' Grammar School, founded in 1884, is open to all races and denominations, but is the property of the Anglican diocese of Antigua. There are about 60 boys on the roll. The teaching staff consists of a headmaster and three whole time and four part time assistants. The Government subsidy in 1937 was £500, in part return for which seven free Government scholarships of £12 a year are given.

The Girls' High School, founded 1886, is open to all races and denominations, and has about 80 pupils, some 20 being boarders. The teaching is arranged for by a headmistress, a

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deputy, and five assistant mistresses, resident at the school. The Government subsidy in 1937 was £200, in part return for which there are five free Government scholarships.

The T. O. Robinson Memorial School, founded in 1898, is open to all races and denominations and has about 60 pupils, boys and girls. Miss Robinson, the proprietress, is aided by a teaching staff, and all the usual facilities for instruction and recreation are afforded. There is a School Board, and the Government pays a subsidy of £90 a year.

In Antigua there are 20 Government elementary or primary schools and several small private ones; at Barbuda there is a primary school managed by the Anglican authorities and receiving a Government grant of £90 per annum. There is at St. John's a small night school, held in a Government school-building, under the auspices of Toc H.

St. Kitts-Nevis.

Secondary education in St. Kitts is provided for by a Government Grammar Schools for boys, a Government subsidized High School for girls and a school managed by the Nuns of the Order of Missionary Canonesses of St. Augustine.

In Nevis there is also a Government subsidized school for both boys and girls. The standard aimed at is that of the Cambridge School Certificate.

There are 16 primary schools in St. Kitts; of these three are for infants, two for boys, and two for girls only.

In Nevis there are ten primary schools, one for infants, two for boys, two for girls and five mixed. There are five schools in Anguilla. An Inspector of Schools for the Presidency is stationed in St. Kitts, and in each of the other islands there is an Educational District Officer.

The number of children on the roll for the whole Presidency is 7,867.

There are two Homes for the Poor and Infirm in the Presidency, one at Basseterre, St. Kitts, and the other at Charlestown, Nevis.

Dominica.

Government maintains 28 primary schools at which the total enrolment in 1937 amounted to 7,734. There are five other schools of this nature operating, three of which receive a grant-in-aid from public funds; the remaining two are unaided and controlled by the Roman Catholic Body. Secondary education for boys is obtainable at the Government Grammar School in Roseau where the average attendance during the year was 40. The fees payable at this institution aggregate £6 *per capita* for the year and there are three scholarships available

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every year representing an annual value of £9 in the case of those from town schools and £19 in that of schools in the districts.

In addition to the foregoing the Order of the Faithful Virgin maintains, with the assistance of Public Funds, a Convent for girls, 65 attending in 1937; while the Wesley High School for girls had an attendance of 12; the fees for attendance at the former institution vary from 12s. to £2 10s. per term in the various stages of the school, those of the latter from 24s. to 33s.

There is also a lower boys' secondary school designed to meet the needs of the poorer classes, named St. Mary's Academy; it is under the control of the Bishop of Roseau and has an average attendance of 35 boys. The fees for attending this school vary from 15s. to 25s. per term.

Night schools exist at Roseau and Portsmouth, and agricultural instruction is obtainable both at the Government primary schools and at the Botanical Gardens.

Montserrat.

A sum of £2,726 was spent on education in 1937.

There were 12 elementary schools staffed by 33 teachers and 28 pupil teachers. The scholars on the roll numbered 2,853.

A grammar school for boys is maintained by the Government; the cost in 1936 was £600. A secondary school for girls and children receives a Government grant of £100 a year. Scholarships tenable at both secondary schools are awarded to scholars from primary schools.

Virgin Islands.

1,268 children are enrolled in the primary schools, all denominational and Government-aided. There are no secondary schools.

Welfare.

A small reformatory school exists at Antigua for about 20 boys. Reference has already been made in the chapter on the health of the Colony to homes for the aged and infirm and to the crêche system in the various Presidencies. A number of Mutual Friendly Societies exist with funds for sickness and burials, organized either in conjunction with the different churches or of an undenominational character.

There are Lodges of Freemasons in most of the Presidencies.

The principal religious denominations in the Colony are the Anglican, Wesleyan, Moravian Mission, Roman Catholic (very numerous in Dominica), and some minor sects of American origin. The Salvation Army has also rendered useful service of a general nature for some years past. There are now about

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250 boy scouts and 400 girl guides in the Colony. The Toc H Association has been established in Antigua, the first branch in the West Indies.

Recreation.

Forms of recreation are plentiful for all classes. Sea-bathing in the warm blue-green water off the palm-fringed white beaches of Antigua and Anguilla is as good as can be found anywhere in the world; and in places in the other islands is also very good. Sailing and fishing are indulged in to a limited extent. Cricket is a sport that appeals to popular enthusiasm throughout the islands, and the inter-Presidential annual tournament always creates the greatest excitement. Tennis clubs exist in all the Presidencies, and it can be played on grass courts all the year round. Association football has become popular in recent years during the winter months. There is a 9-hole golf course at Antigua.

X.—COMMUNICATIONS AND TRANSPORT.

Sea.

The principal islands of the Colony are served by the following steamship companies:—

Canadian National.—From Canada.
Ocean Dominion.—From Canada.
Bermuda and West Indies (Funess Withy).—From New York.
American Carribbean Line.—From New York.
Harrison Line.—From England.
Compagnie Générale Transatlantique.—From Havre.

Smaller steamships of the Dutch Line also call at St. Kitts, and schooners and sloops make irregular calls at most of the islands. His Majesty's ships from the American and West Indies Station (headquarters, Bermuda), occasionally spend a few days among the islands, particularly in the winter months. During 1937, 1,275 British steamships, of a total tonnage of 5,221,364 tons, and 523 foreign steamships, of a total tonnage of 1,043,363 tons, entered and cleared the ports of the Colony.

Air.

The branch of Pan-American Airways that flies between Miami and Trinidad calls regularly for passengers and mails on Mondays and Fridays at Antigua.

Roads.

In Antigua there are 166 miles of roads (65 miles being main roads), traversed by motors, carriages, ox waggons, horses, and donkeys; the latter, pannier-carrying, being a feature of peasant

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transport for produce. There are also motor-omnibus services in most of the Presidencies. In St. Kitts there is a main road 30 miles in length encircling the island. In Nevis there is a similar encircling road 18 miles in length. Anguilla has about 20 miles of good roads, but there are only about a dozen cars on the island. Dominica roads are a most difficult problem owing to the mountains and rivers and frequent landslides. There are now about 270 miles of roads of which 68 are motor roads. A launch service takes the place of an impassable road between Roseau and Portsmouth. Montserrat has 68 miles of roads, but not more than about half this distance is really suitable for motor traffic. The Virgin Islands have no motor roads outside Road Town, all land traffic being by horseback or donkey-back.

As mentioned in Chapter VI, there are narrow-gauge railways in Antigua and St. Kitts, but these are only for sugar transport.

Posts, Telegraphs, and Telephones.

There are central Post Offices at St. John's, Basseterre, Roseau, Plymouth and Road Town; and 16 sub-offices in Antigua, 10 in St. Kitts-Nevis, 13 in Dominica, 4 in Montserrat, and 4 in the Virgin Islands. There is an annual overseas traffic of about two million letters and postal packages.

The telephone service throughout the islands is of the metallic earth system. In addition to a central exchange in each of the larger islands there are 2 sub-exchanges and 308 subscribers in Antigua; 3 sub-exchanges and 246 subscribers in St. Kitts-Nevis; 5 sub-exchanges and 146 subscribers in Dominica; and 2 sub-exchanges and 49 subscribers in Montserrat. There are also a few miles of telephone service in Anguilla.

The wireless telegraph system (owned by Cable and Wireless, Ltd.), is established at Antigua, St. Kitts, and Dominica, and a similar one, owned by the Government but operated by the Company in Montserrat.

XI.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

British currency is legal tender throughout the Colony, but in the Virgin Islands, where there is no bank and where practically all trade is done with St. Thomas, either American or Danish currency circulates along with British. Government accounts are kept in all the Presidencies in sterling, but in the banks and in many commercial houses the dollar system is used at a standard rate of $4.80 to the £. Barclay's Bank (D.C.O.) has

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branches at Antigua, St. Kitts, and Dominica. The Royal Bank of Canada has branches at Antigua, St. Kitts, Dominica, and Montserrat. These banks pay a Government stamp duty of £62 10s. 0d. per annum each in Antigua and St. Kitts-Nevis, £25 in Dominica and £15 in Montserrat. Each has a note issue of $5 notes, to the amount of between $30,000 and $50,000 in circulation. They each have a Savings Bank section, which was paying 1½ per cent. interest on deposits in 1936. Government Savings Banks also operate in the principal islands. Amounts to the credit of depositors, on which interest is paid at 2½ per cent., were as follows:—

Government Savings Banks.

	31st December, 1933. £	31st December, 1934. £	31st December, 1935. £	31st December, 1936. £	31st December, 1937. £
Antigua	16,534	16,968	17,890	20,040	24,758
St. Kitts-Nevis ...	3,925	4,115	4,375	5,394	6,875
Dominica ...	5,409	5,056	4,899	6,180	6,573
Montserrat ...	724	627	667	689	1,321
Virgin Islands ...	1,756	1,296	2,587	3,371	2,349
Total for the Colony	28,348	28,062	30,418	35,674	41,876

There are no Agricultural Banks, except a small privately-managed one in the Virgin Islands.

Weights and Measures.

Weights and measures are standard Imperial and are periodically examined by Government inspectors.

XII.—PUBLIC WORKS.

Antigua.

A Superintendent of Public Works is assisted by a road overseer and assistant road overseer, a clerk, a storekeeper and a temporary draughtsman. The Superintendent is also Chairman of the St. John City Commissioners, and has for staff a city clerk and a junior clerk.

Works undertaken during the year consisted of the usual maintenance of Government buildings, property, waterworks and roads.

The new Customs warehouse in steel and reinforced concrete to take the place of the dilapidated old wooden structure, and

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the new store for the Public Works Department which were started in 1936, were completed.

Colonial Development Fund works.—Progress was made with the road reconstruction scheme, comprising the roads to Fort James and to English Harbour via the Antigua Sugar Factory and All Saints, and the rebuilding of certain of the city streets, including a bridge at the south end of Market Street to deal with storm water. The greater part of this work was completed. Approval was received at the end of the year for a further scheme of road reconstruction estimated to cost £12,673.

St. Kitts-Nevis.

Staff.—A Surveyor of Works (who is also Superintendent of Telephones), assisted by a clerk, and by an executive officer in Nevis, constitute the principal staff in this Presidency. Nothing much beyond ordinary maintenance work was possible during the year. The improvement in the streets of Basseterre continues to be effected by oiling the surface and making concrete drains and pavements.

Colonial Development Fund works.—The Nevis Land Settlement Scheme continues to make progress.

Dominica.

Staff.—A Colonial Engineer assisted by two road overseers and an electrician comprise the senior Public Works staff here.

Works undertaken.—During the past year the chief undertaking of the Public Works Department was the completion of the road from Portsmouth to Hatton Garden costing £36,000. The cost of this work was financed from Colonial Development Funds.

During the last few months of the year torrential rains were experienced, with heavy floods causing considerable damage to roads, bridges, etc.

Montserrat.

Staff.—An Inspector of Works and Roads works under the general supervision of the Commissioner. He is also in charge of the telephone system.

A programme of reconstruction work costing £21,000 which was started in 1936 and which included the reconstruction of the hospital, Belham Bridge, the prison, the Court House and Government House was continued during the year.

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Colonial Development Fund works.—The extension of the water supply to country villages and the laying of concrete drains in the villages have greatly improved the conditions of life of the labouring peasant population.

Virgin Islands.

The Commissioner supervises any public works. No work of importance was undertaken in 1937.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The Superior Courts of the Colony are presided over by the Chief Justice or Puisne Judge. Circuit Courts, with a jury of nine, are held three times a year each at Antigua, St. Kitts, Nevis, Dominica, and Montserrat, and, as occasion requires, at Tortola. The Attorney-General or the Crown Attorneys have the function of a Grand Jury. A Court of Summary Jurisdiction, without a jury, for civil cases where less than £50 is involved, is held monthly in Antigua, St. Kitts, Dominica, and the Virgin Islands, on alternate months in Montserrat, and quarterly in Anguilla. The Commissioners of Montserrat and the Virgin Islands act as Deputy Judges for this purpose. Appeals from the Supreme Court lie to the West Indian Court of Appeal, and from the Summary Courts to the Supreme Court. Magistrates in each Presidency deal with minor cases. In Antigua there are two Magistrates (one being for Barbuda), in St. Kitts-Nevis four, in Dominica three, and in Montserrat and the Virgin Islands one each (the Commissioners). The principal Magistrate in St. Kitts and Dominica is also the Crown Attorney. Appeals from the Magistrates' Courts go to a Judge of the Supreme Court, and in further appeal to the Full Court, which is held twice a year in Antigua and consists of the Chief Justice and Puisne Judge. The time for the payment of fines may be deferred, or they may be paid in instalments.

In each Presidency there are Justices of the Peace, but with very limited powers. Any two may act for a Magistrate, if the latter is an interested party. First offenders are frequently bound over and the assistance of one of the clergy invoked to help the person. Juvenile offenders are usually dealt with at a separate hour of the Court or else in the Magistrate's room.

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The following table shows the number of convictions for various crimes and offences for the last four years:—

	1934.	1935.	1936.	1937.
Summary convictions:—				
1. Offences against the person ...	1,253	1,138	1,213	1,253
2. Praedial larceny	403	513	460	489
3. Malicious injuries to property ...	36	40	27	18
3. Offences against property (other than praedial larceny and malicious injuries to property)	310	291	312	338
4. Other crimes	1,445	1,997	1,755	1,516
Offences against the Masters and Servants Act, including Acts relative to Indentured Coolies	62	81	119	139
Offences against Revenue Laws, Municipal, Road and other Laws relating to the social economy of the Colony ...	2,578	2,731	3,101	2,535
Miscellaneous minor offences ...	3,019	2,883	2,748	3,274
Totals	9,106	9,674	9,735	9,562
Convictions in the Superior Courts:—				
1. Murder of wife or concubine ...	—	—	—	—
1. Murder of child	2	—	—	—
1. Murder other than wife, concubine or child	5	—	—	2
1. Manslaughter	1	1	—	1
2. Attempted Murder	—	—	1	1
2. Rape	—	4	4	2
2. Unnatural crime	—	—	2	—
2. Other Offences against the person	18	24	77	12
3. Praedial larceny	3	7	5	12
4. Offences against property with violence to the person... ...	—	—	1	—
4. Other offences against property...	42	31	37	25
5. Other crimes	13	15	29	16
Total	84	82	156	71

Police.

The Police Force is a Federal one and consists of two Superintendents, four Assistant Superintendents, and 148 N.C.Os. and men, all under the command of a Commissioner who has his headquarters at Antigua. A Superintendent and an Assistant Superintendent are usually stationed in Dominica, and in St. Kitts-Nevis. In Montserrat there is an Assistant Superintendent. The Commissioner of Police is also Commandant of the Defence Force of the Colony, and the Superintendents and Assistant Superintendents hold rank therein as Captains and Lieutenants respectively.

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The period of first enlistment and re-engagement for N.C.Os. and men is three years. All men take part in musketry training and ambulance work in addition to their ordinary police duties. There are also 350 local constables enrolled, who can be called upon when required for extra assistance in the country districts.

Prisons.

The central prison for the Colony is at St. John's, Antigua. It has accommodation for 90 males and 47 females, and is staffed by a head warder, a matron, nine wardens and one wardress. £752 was expended on personal emoluments during the year. Instruction is given to the male prisoners in carpentry, tinsmithing, baking, and to the females in laundry and sewing. Elementary education is voluntarily given to some of the more illiterate prisoners by certain members of the Toc H. Association, and the Prison Chaplain gives instruction in religion. Prisoners are also employed within the prison on stone-breaking, cleaning, etc., and certain of the male prisoners outside on road-work, in the Botanic gardens, pauper cemetery, and other public institutions. The prison bakery made over 30,000 lb. of bread during the year, supplying both the Prison and the Reformatory Training School.

155 males and 29 females were committed during the year, 18 males and 1 female coming from other Presidencies. The daily average was 80 males and 5 females. There are 77 individual cells for males and 25 for females; and 1 association cell for 5 males, and 1 for females. There is an average of about 500 cubic feet of cell space per prisoner. There is also an infirmary on the male side to hold 9 and another on the female side to hold 3. The Prison Medical Officer pays daily visits. Prisoners who are seriously ill are treated under suitable precautions at the island hospital. The are 10 Visiting Justices to the Prison, who hold periodical meetings there to enquire into complaints and to consider questions of prison discipline. The boys' Reformatory School has already been referred to in the chapter on Education.

Numbers of prisoners.

Daily average in Prisons of the Colony for five years.

	1933.	*1934.*	*1935.*	*1936.*	*1937.*
Antigua (Central Prison)	51	24	22	69	85
St. Kitts-Nevis	41	48	64	80	42
Dominica	36	49	55	67	45
Montserrat	10	8	7	7	9
Virgin Islands ...	—	—	—	3	—
Total	138	129	148	226	181

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St. Kitts-Nevis.

The prison is at Basseterre and consists of a group of stone buildings surrounded by a 14 ft. wall. On the male side there are 16 cells of 18 ft. by 10 ft. each, and on the female side 10 cells of about the same size. The average cubic foot space per prisoner is 714 ft.

223 males and 69 females were committed during the year, mostly on short sentences. The staff consisted of a keeper and six male warders and a matron and a wardress at a cost of £647. Prisoners are taught and employed in the same manner as at Antigua, and sick prisoners are dealt with in similar fashion.

Dominica.

The prison is at Roseau, and consists of a group of stone buildings enclosed by a high stone wall. There are 20 cells for males and 8 for females, with an average cubic space per prisoner of 672 ft.

223 males and 139 females were committed during the year, mostly on short sentences. The staff consisted of a keeper, six male warders, a matron, and one wardress, at a cost of £519. Prisoners are taught and employed in the same manner as at Antigua, and sick prisoners are dealt with in similar fashion.

Montserrat.

The present prison at Plymouth is stone-built. There are 8 cells for males and 3 for females, with an average cubic space per prisoner of about 600 ft. 102 males and 8 females were committed during the year. The staff consisted of a keeper, a male warder, and a matron, at a cost of £157. Male prisoners with sentences over six months and females with sentences of over two months are transferred to the Antigua Prison. Owing to damage to buildings by earthquakes an additional warder is employed temporarily for night duty. A new prison is being constructed as the present one has been condemned owing to damage by earthquakes.

Virgin Islands.

The prison at Tortola is a large stone building more than sufficient for the needs of the Presidency. Only 10 prisoners were committed during the year. The staff consisted of a keeper, who is also the Corporal of Police, and a matron, at a cost of £14.

All the prisons of the Colony are kept scrupulously clean, and in St. Kitts, Dominica, and Montserrat the Superintendents of Police have supervising powers as officers-in-charge of prison discipline.

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XIV.—LEGISLATION.

Colony.

The General Legislative Council met in April and November, 1937. Legislation governing workmen's compensation and minimum wages for labour was enacted to comply with the provisions of certain International Labour Conventions. A much needed revision of the Medical Act, the Lepers Act and Dangerous Drug legislation were also enacted.

Antigua.

The Savings Bank law was revised and brought up to date. An Ordinance providing for the imposition of a quota on sugar exports was passed.

Dominica.

The laws relating to Trade and Professional licences and Savings Bank were revised and brought up to date. An Ordinance was passed revising the constitution of the Roseau Town Council and another important item of legislation regulated the opening hours of shops.

Montserrat.

No important legislation.

St. Kitts-Nevis.

Ordinances providing for the continuance of a 25 per cent. surtax on customs imports and for the remission of export duty on sugar, etc., were passed.

Virgin Islands.

The Savings Bank Ordinance was revised and brought up to date. Certain amendments were made in the customs tariff.

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XV.—PUBLIC FINANCE AND TAXATION.

The following is a comparative table of the local revenue and expenditure of the Colony as a whole and its five component Presidencies for the past five financial years:—

	Antigua.	*St. Kitts-Nevis.*	*Dominica.*	*Montserrat.*	*Virgin Islands.*	*Leeward Islands Colony.*
1933.						
Revenue ...	88,061	91,714	57,207	17,564	4,485	259,031
Expenditure	81,006	82,896	64,360	26,763	6,782	261,807
Surplus or Deficit ...	+7,055	+8,818	−7,153	−9,199	−2,297	−2,776
1934.						
Revenue ...	80,620	101,847	52,332	18,189	4,531	257,519
Expenditure	80,351	86,497	63,837	22,750	5,874	259,309
Surplus or Deficit ...	+269	+15,350	−11,505	−4,561	−1,343	−1,790
1935.						
Revenue ...	83,846	101,595	51,846	29,140	7,328	273,755
Expenditure	85,420	92,189	62,896	25,927	5,881	272,313
Surplus or Deficit ...	−1,574	+9,406	−11,050	+3,213	+1,447	+1,442
1936.						
Revenue ...	84,734	107,751	52,925	25,667	4,993	276,070
Expenditure	88,849	96,648	64,162	26,650	5,501	281,810
Surplus or Deficit ...	−4,115	+11,103	−11,237	−983	−508	−5,740
1937.						
Revenue ...	111,118	123,500	65,119	30,176	13,481	343,394
Expenditure	90,325	104,713	68,858	32,025	6,576	302,497
Surplus or Deficit ...	+20,793	+18,787	−3,739	−1,849	+6,905	+40,897

The following sums were received by the Colony from Imperial Funds during the year:—

	£
Antigua—	
Loan in aid of administration	1,000
Grants and loans for Colonial Development schemes ...	20,481
St. Kitts-Nevis—	
Grants and loans for Colonial Development schemes	303
Dominica—	
Loan in aid of administration, agriculture, etc.	5,000
Grants and loans for Colonial Development schemes ...	3,507
Montserrat—	
Loan in aid of administration	2,700
Grants and loans for Colonial Development schemes ...	204
Virgin Islands—	
Grant for Colonial Development scheme	1,200

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The outstanding Public Debts and Sinking Funds of the Colony as at 31st December, 1937 were as follows:—

	Total Debt.	*Sinking Fund (Market value).*
	£	£
Antigua	67,875	13,143
St. Kitts-Nevis	59,331	31,994
Dominica	196,603	1,517
Montserrat	12,979	2,611
Virgin Islands	Nil	Nil
Total	336,788	49,265

The main heads of taxation and their yields were approximately as follows:—

	Antigua.	*St. Kitts-Nevis.*	*Dominica.*	*Montserrat.*	*Virgin Islands.*	*Total.*
	£	£	£	£	£	£
Customs ...	54,513	62,672	27,694	13,412	2,576	160,867
Harbour, etc., dues	2,315	12,398	3,192	408	126	18,439
Internal Revenue ...	23,163	26,645	12,457	5,003	1,221	68,489
Fees	8,745	3,491	3,639	1,007	420	17,302
Post Office Telephones, Light, etc.	15,268	16,296	13,957	9,882	8,664	64,067
Miscellaneous ...	5,474	240	4,007	150	34	9,905

The Customs Tariff is arranged on either an *ad valorem* or a specific basis. The *ad valorem* rate is mainly on manufactured articles and is usually 10 per cent. British preferential and 15 per cent. general. As a result of the Ottawa Conference, certain improvements in favour of Empire goods were made in the tariffs throughout the Colony. Quotas were established for foreign textiles in 1934. Excise duties are leviable on locally made spirits or tobacco in such Presidencies as make them. Stamp duties are governed by Federal Statutes and are uniform throughout the Colony. There is no hut or poll tax. Receipts from sales of stamps in the Colony totalled £52,674 in 1937 on account of the Coronation issue. The receipts for 1936 were £12,249.

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APPENDIX.

BIBLIOGRAPHY.

(a) Official or Semi-Official Publications.

Name.	*Author.*	*Publisher.*	*Date.*	*Price.*
Leeward Islands Gazette ...	—	Antigua Government Printing Office.	Weekly	8s. 4d. per annum in Leeward Islands; 12s. 6d. elsewhere.
Leeward Islands Blue Book	—	Do. do.	Annually	8s. 4d.
St. Christopher-Nevis Gazette	—	St. Kitts Bulletin Office	Weekly	4s. 2d. per annum
Dominica Gazette	—	Dominica Chronicle ...	Weekly	6d. per copy.
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History, Resources, and Progress of British West Indies.	Sir A. Aspinall	Pitman	1912	7s. 6d.
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Campaign in the West Indies in the year 1794.	Willyams ...	T. Bensley, London ...	1796	—
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Strange places and Strange peoples.	Do. do.	Do. do.	1936	12s. 6d.

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Nouveau Voyage aux Isles de l'Amerique.	J. B. Labat ...	Husson and others, La Haye.	1742	—
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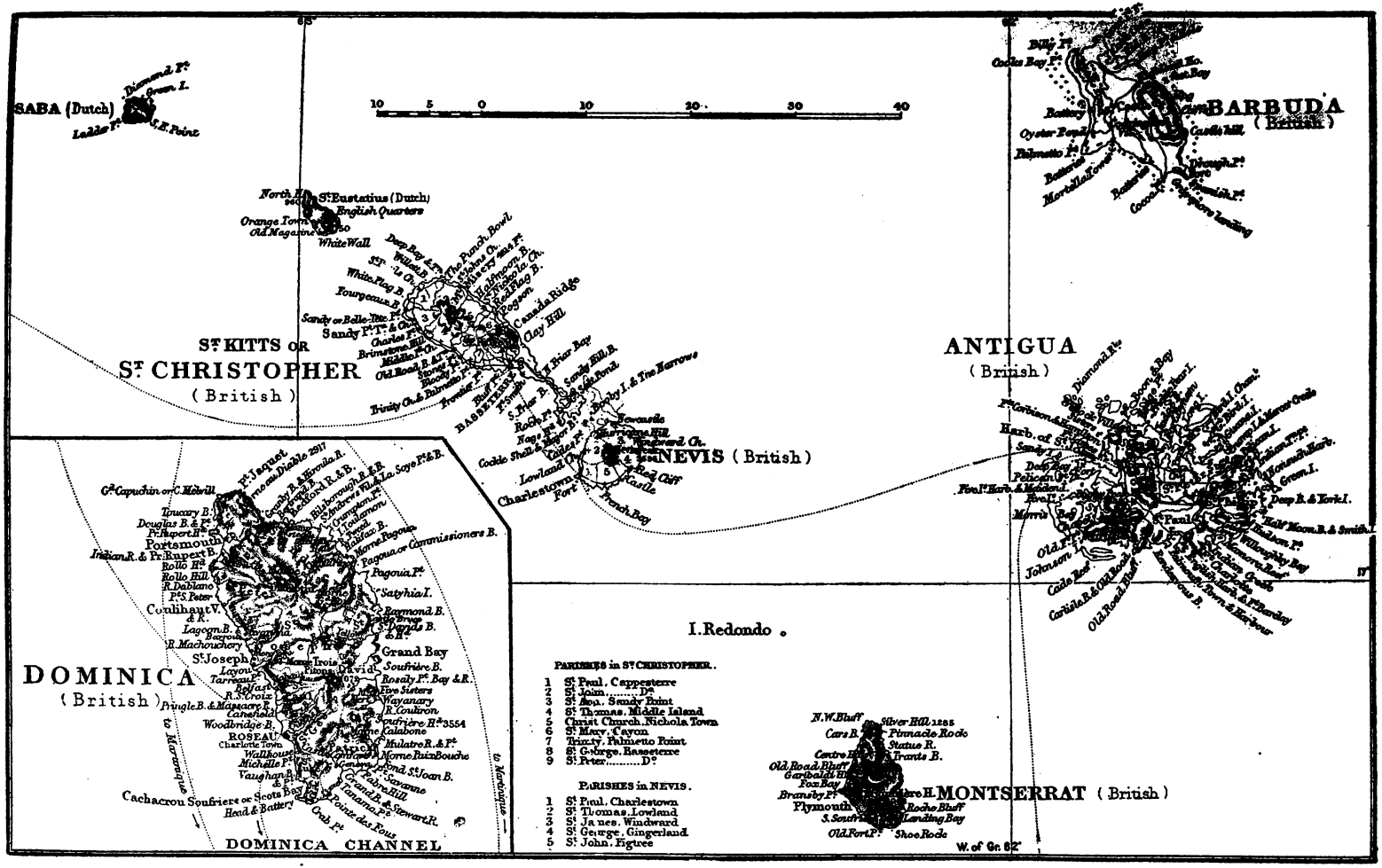
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF JAMAICA, 1938

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JAMAICA.

ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF JAMAICA, FOR THE YEAR, 1938.

CHAPTER I.

Geography, Climate and History.

1. Jamaica is an island in the Caribbean Sea, situated between 17° 43′ and 18°32′ N. latitude and 76° 11′ and 78° 20′ 50″ W. longitude. It is the largest island of the British West Indies, its extreme length being 144 miles, greatest width 49 miles, and least width 21½ miles.

2. The Island is divided into three counties and fourteen parishes, viz.:—

Surrey.	Sq. Miles.	*Middlesex.*	Sq. Miles.	*Cornwall.*	Sq. Miles.
Kingston	7¾	St. Catherine	498	St. Elizabeth	473½
St. Andrew	183	St. Mary	251	Trelawny	353
St. Thomas	298½	Clarendon	487	St. James	239½
Portland	338	St. Ann	487	Hanover	177
		Manchester	337	Westmoreland	320
Total	827¼		2,060		1,563

comprising a total area of 4,540¼ square miles, or 2,848,160 acres, of which approximately 646 square miles, or 413,440 acres, are flat and consist of alluvium, marl and swamps. The population was ascertained by census in 1921 to be 858,118 or 189 per square mile. The Island is therefore more populous in proportion to its size than, for instance, France which has only 187 persons to the square mile. The Colony and its Dependencies (consisting of the Turks and Caicos Islands, the Cayman Islands, the Morant Cays and the Pedro Cays) comprise a little more than a third of the area, and contain nearly half the population of the British West Indies.

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3. A great diversity of climate is obtainable, the temperature varying according to the season from 80° to 86° on the sea-coast to as low as 40° at the tops of the highest mountains. The dryness of the atmosphere renders the climate of the Jamaica uplands particularly delightful and suited to the most delicate constitution. Through the county of Surrey and partly through Middlesex, runs a central mountain chain trending generally in an east and west direction, the highest point of which, Blue Mountain Peak, attains an altitude of 7,388 feet. This is the highest elevation in the British West Indies. From the central range, subordinate ridges or spurs run to the north and south coasts of the Island; these are the parents of smaller ridges, which branch off in every direction with considerable regularity and method until the whole surface of the country is cut up into a series of ridges and intervening valleys.

4. Numerous rivers and streams suggest the origin of Jamaica's aboriginal Arawak name "Xaymaca," which is supposed to imply an overflowing abundance of rivers. Most of the streams have a rapid fall and are not, to any extent navigable.

5. Jamaica has many mineral springs, some of which possess valuable properties for the cure of various diseases and infirmities. The two principal are the spring at Bath, in the parish of St. Thomas, and that at Milk River, in the parish of Clarendon. Both these springs are radio active, the latter in a very marked degree.

6. Jamaica possesses several harbours, the largest and most important being that of Kingston, the capital, one of the finest natural harbours in the world. This harbour has a total area of some 16 square miles, of which approximately 7 square miles have a depth of from 7 to 10 fathoms.

7. Jamaica was discovered by Columbus on the 3rd of May, 1494. He called it St. Jago, after the Patron Saint of Spain, but the new name was soon dropped in favour of the native one of Jamaica (Xaymaca—well watered). The first settlement on it was effected on the shores of St. Ann's Bay, by Exquivel in 1509, under the direction of Diego, the son of Columbus, while Governor of Hispaniola.

8. Although invaded by Sir Anthony Shirley in 1596, and by Colonel Jackson in 1643, Jamaica remained in the possession of Spaniards for 161 years when it was again attacked by a force sent by Cromwell under Admiral Penn and General Venables, against Hispaniola, and capitulated after a trifling resistance, on the 11th of May, 1655. Until the Restoration, Jamaica remained under military jurisdiction, but in 1661, a regular civil government was established by Charles II, who appointed General Edward D'Oyley, Governor-in-Chief with an Elective Council. In 1670 peace was made with Spain, and the title of England to Jamaica was recognised by the Treaty of Madrid. The Colony grew fast, stimulated by the wealth brought into it by the buccaneers, who made Port Royal their headquarters and storehouse. This town was engulfed in the great earthquake of 1692. Kingston then consisted of a few sheds, and St. Jago de la Vega (Spanish Town) became practically the capital. During the 18th Century, the Island suffered from hurricanes, earthquakes, numerous slave insurrections as well as wars with Maroons or mountaineers, the descendants of African slaves left by the Spaniards, who lived mainly in the east of the Island, among the Blue Mountains. When the Slave Trade was abolished in 1807, there were 319,351 slaves in Jamaica. During the last eight years of the trade, 86,821 slaves were imported. On the abolition of slavery in 1833, Jamaica received £5,853,975 of the £20,000,000 granted by the

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Imperial Government as compensation to the slave owners. A serious rebellion among the black population in 1865, was suppressed by Governor Eyre.

9. In January, 1907, Kingston was devastated by a terrible earthquake which caused great loss of life and immense destruction of property. A Mansion House Fund was opened and contributions poured in from all parts of the Empire for the relief of distress. A free grant of £150,000 was voted by Parliament, and a loan of £800,000, chiefly in aid of the re-building, was authorized from the Home Exchequer.

10. English is the only language spoken in Jamaica. Traces of the Spanish occupation still remain in the names of many places, such as Rio Grande, Ocho Rios, St. Jago de la Vega, etc., and here and there a name of obviously African origin, such as Accompong, is to be found.

11. There are many purely local words such as "quattie" to describe the sum of 1½d., "buckra" to describe a white man, and "busha" to describe the manager of a plantation, and it takes a new comer to Jamaica some time to grasp what is being said to him especially in the remoter country districts.

CHAPTER II.

Government.

12. The original Constitution granted by Charles II, which after existing for over 200 years, was surrendered in 1865, was a representative one, consisting of a Governor, Nominated Council, and Elected Assembly, which on its first meeting in 1664 consisted of 20 members, but fluctuated in number from time to time. The depression caused by the abolition of slavery led to a grave constitutional crisis, the Assembly refusing to vote supplies and endeavouring to enforce sweeping reductions in establishments, without compensation to the displaced officers. Lord Melbourne's Government, 1839, actually introduced a Bill into Parliament for the suspension of the Constitution, but was defeated and it was not till 1854 that, by a change in the Constitution of the Council, harmony was temporarily restored.

13. After the suppression of the rebellion in 1865, Governor Eyre, at the meeting of the Legislature, urged unsuitability of the then existing form of Government to meet the circumstances of the community, and the necessity of making some sweeping change by which a strong government might be created. The Legislature willingly responded, abrogated all the existing machinery of legislation, and left it to Her Majesty's Government to substitute any other form of Government which might be better suited to the altered circumstances of the Colony.

14. By Orders in Council of the 11th June, 1866, and 11th November, 1869, a Legislative Council was established, consisting of such numbers of official and unofficial members as Her Majesty might think fit. The numbers of each were six until 1878, when they were enlarged to eight, and a ninth was added in 1881.

15. By Order in Council, dated 19th May, 1884, and Amending Order of 3rd October, 1895, the Constitution was fixed in the following manner:

The Council to consist of the Governor (with only a casting vote), five ex-officio members, viz.: The Senior Military Officer, the Colonial Secretary, Attorney General, Director of Public Works and Collector

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General; such other persons, not exceeding ten in number, as Her Majesty may from time to time appoint or as the Governor may from time to time provisionally appoint, and fourteen persons to be elected as therein provided; the Council to be dissolved at the end of five years from the last preceding General Election, if it shall not have been previously dissolved.

16. There is also a Privy Council, with the usual powers and functions of an executive council. It consists of the Lieutenant-Governor (if any), the Senior Military Officer in command, the Colonial Secretary, Attorney General, and such other persons as may be named by the King, or provisionally appointed by the Governor, subject to the approval of His Majesty, the number of members not to exceed eight. The Governor presides at each meeting and the Governor and two members form a quorum.

17. The first registration under Law 22 of 1886, the Franchise Enlargement Law, was in August, 1887. At the General Election of Members to serve in the Legislative Council which was held in 1925, the number of voters on the list was 54,103. There were ten contested elections, the total number of votes cast being 15,359.

18. A Corporation of the amalgamated parishes of Kingston and St. Andrew, with a Mayor, Council and Corporate Officers, was set up in 1924. The Corporation acts through the Council which exercises all powers vested in the Corporation or the Council. The Council consists of the Mayor, Aldermen and Councillors. The Councillors, eight in number, are elected, 4 for the Urban District, 2 for the Sub-Urban and 2 for the Rural. The Aldermen, 2 in number, are elected by the Council from voters holding qualifications necessary to entitle them to be elected as Councillors. No person holding the office of Councillor is qualified for election as an Alderman. In addition to the above, the Elected Members of the Legislative Council for Kingston and St. Andrew and the Custodes of Kingston and St. Andrew, are ex-officio members of the Council. A Water Commission appointed under Law 34 of 1936 controls the water and sewerage systems in Kingston and St. Andrew. In the 13 other parishes there are Elective Boards with jurisdiction over secondary roads, markets, sanitation, poor relief, water works and pounds. The chief towns are Kingston (including Port Royal) (population in 1921, 63,711), Spanish Town, (population 8,694), Port Antonio, (population, 6,272), Montego Bay (population, 6,580), Falmouth, (population, 2,136), Port Maria, (population, 2,481) and Savanna-la-Mar (population, 3,442).

19. The parish is the unit of local government, and each parish has its own institutions, managed by the Parochial Board, the members of which are elected by the persons entitled to vote for the election of members of the Legislative Council. The administration of poor relief by the Parochial Boards is controlled by a Board of Supervision. The total number or registered poor in 1938 was 17,322, being at the rate of 15.33 per thousand of population. Pauper relief costs 1/10d. per head of population.

CHAPTER III.

Population.

There was a decrease in Emigration and an increase in Immigration during 1938, compared with the year 1937. The departures in 1936 were 451, in 1937, 524 and in 1938, 295. The arrivals in 1936 were 969, in 1937, 1,500 and in 1938, 1,530.

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Vital Statistics.

Population:

21. The estimated population of Jamaica at the close of the year 1938 was 1,173,645, this figure being arrived at by taking the estimated population on 31st December, 1937 and adding thereto the births and arrivals and deducting therefrom the deaths and departures during the year ended 31st December, 1938.

Marriages:

22. The number of marriages registered during 1938 was 5,416, the rate being 4.61 per 1,000 of population, as compared with 4.64 in 1937.

Births:

23. During the same period, 37,970 were registered, of which 19,306 were boys and 18,664 were girls. The birth rate was 32.35 per 1,000 as against 32.07 during 1937. 26,957 births were illegitimate.

Deaths:

24. The number of deaths registered was 19,124, of which 9,476 were males and 9,648 females, the death rate being 16.29 per 1,000. The rate for 1937 was 15.3. During 1938, 6,078 or 31.78 per cent. of the total deaths were those of children under two years of age and of these 4,905 or 25.65 were those of children under one year of age. The corresponding figures for 1937 were 30.38 and 23.97 per cent. respectively.

25. The infantile death rates under one year and under five years were 129.18 and 180 per 1,000 respectively, as compared with 118.52 and 168 per 1,000 in 1937.

26. The principal causes of death per 100 of total deaths among the inhabitants of Kingston were:—

Tuberculosis 9.91, Pneumonia 8.24, Heart Disease 7.54, Old Age 5.66, Congenital Debility 5.17, Syphilis 4.47, Cancer and other malignant Tumours 3.93, Diarrhoea and Enteritis 3.77, Premature Birth 3.66, Chronic Nephritis (including unspecified 10 years of age and over) 2.96, General Paralysis of the Insane 2.64, Diseases of the Liver 2.47, Cerebral Haemorrhage, Apoplexy 2.10, Malaria 1.94, Diabetes 1.45, Typhoid Fever 1.40.

CHAPTER IV.

Health.

27. The Health of the Island was very satisfactory during 1938. The estimated death rate was 16.3 per 1,000 population as compared with 15.3 in 1937, the lowest on record.

28. No epidemics were recorded, and the marked reduction in Typhoid fever noted in 1937 was well maintained in 1938, there being 578 notifications as compared with 781 in 1937 and 1,277 in 1936.

29. 72 cases of Diphtheria were reported as compared with 29 in 1937 and 15 in 1936; 54 of these occurred in the Corporate Area of Kingston and St. Andrew. The cases were distributed over the year and the increase may be only apparent as a result of the increased activities of the Health Authorities.

30. 1,376 cases of, and 1,083 deaths from Pulmonary Tuberculosis were recorded as compared with 1,311 cases and 1,019 deaths in 1937.

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31. The Rainfall was 60 inches—14 inches below average—with the result that the incidence of Malaria was lower than usual and Yaws control was considerably facilitated.

32. The work of the special clinics for Venereal Diseases, established with the assistance of the Colonial Development Fund during the past two years, which was necessarily largely experimental and investigatory, makes it clear that the programme of control will have to be enlarged very materially if the problem is to be met with any reasonable degree of effectiveness, and, Government was fortunate in obtaining in the early stages of this undertaking a month's visit of Lieutenant Colonel L. W. Harrison, D.S.O., Adviser to the Minister of Health on Venereal Diseases. Already urgently required alterations and extensions have been completed for the Kingston Clinic as recommended by him, and his other recommendations are receiving the careful consideration of the Government though lack of funds will delay progress in carrying them out.

Principal Disease Groups.

Gastro Intestinal Disease:

33. (a) *Enteric Fever*: 578 cases were notified as compared with 781 in 1937 and 1,277 in 1936 and the marked decline previously noted in the Corporate Area of Kingston and St. Andrew was well maintained. 446 cases with 117 deaths were treated in the hospitals.

(b) *Dysentery*: 161 cases were reported as compared with 132 in 1937, and 99 were admitted to the hospitals. 139 of them were of Amoebic infection.

Pulmonary Tuberculosis: 1,376 cases and 1,083 deaths were recorded as compared with 1,311 cases and 1,019 deaths in 1937, 55% of the cases being found in the adjacent parishes of Kingston, St. Andrew, St. Catherine and Clarendon within easy reach of the new Tuberculosis Hospital and Kingston Dispensary. This Dispensary notified 476 cases, or 34% of the total number recorded for the Island.

34. *Malaria*: The extent of Malaria as a problem in any given year is largely determined by the rainfall. In 1938, as compared with the years since 1932, was marked by a low rainfall, and as would be expected the hospital records indicate a comparatively low incidence for the year under review. The numbers were somewhat higher than in 1937, but still well below the figures for 1936. There were 525 deaths registered as due to this disease as compared with 504 in 1937.

A total of 11,059 cases were treated at Public Hospitals during the year. This figure does not include the Out-patient Department at the Kingston Public Hospital.

An outbreak in and around Ulster Spring in Trelawny presented an interesting study. Over a period of three months extending from August to November there occurred about 30 cases of Malaria, and as far as investigation could disclose these persons all acquired their infection locally. Ulster Spring is about 1,500 feet above sea-level and no known case had ever occurred previously in the area where infection could not be traced to some low-lying endemic area in the same parish or elsewhere. It was known that Anopheline mosquitoes (albimanus) were breeding in this area from the previous year, and it appears that the necessary gametocyte carrier came into the area some time during 1938.

There were no other epidemic outbreaks.

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In the Corporate Area of Kingston and St. Andrew, according to statistics from the Kingston Public Hospital, the endemic level fell somewhat below that of 1937.

35. A total of 21,497 cases were treated as compared with 30,611 in 1937 and 28,700 in 1936. Reports from all areas for 1938 confirmed the findings of previous years that the programme of control which has been developed during the past 4 years is effecting a steady decline in the incidence of active cases.

Venereal Diseases:

36. The number of new cases of Venereal Diseases which attended the special clinics were as follows:—

	Syphilis.	Gonorrhoea.
Kingston Clinics ...	3,720	6,262
Montego Bay Clinic ...	1,057	1,050
Port Antonio Clinic ...	714	884
Total	5,491	8,196

The record of treatment at Hospitals are as follows:—

	Admissions.		Outdoor.	
	Syphilis.	Gonococcal Infections.	Syphilis.	Gonococcal Infections.
Kingston Public Hospital	425	476	5,534	1,625
District Hospitals	1,161	856	4,730	3,027
Total	1,586	1,332	10,264	4,652

It is not possible to state how many of these are new cases.

Diseases of School Children:

37. Examinations carried out on 2,207 children in two rural parishes (Clarendon and Portland) show defects as follows:—

Malnutrition	39%
Granulated lids	14%
Dental caries	18%
Enlarged spleens	13%
Defective vision	8%
Enlarged tonsils	7%
Head lice	5%

The incidence of enlarged spleens is "weighted" by the fact that a proportion of the children were taken from areas of high malaria in Clarendon.

Dental caries were low in this group because School Dental Service has been provided for some years in these parishes.

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Hospitals:

38. The following is a list of the Hospitals and Institutions of the Medical Department:—

	Official No. of Beds.
Public Hospital, Kingston	380
Jubilee Lying-In Hospital	100
Mental Hospital	2,059
Public General Hospital, Morant Bay ...	32
" " " Hordley	40
" " " Port Antonio ...	75
" " " Buff Bay	54
" " " Annotto Bay ...	64
" " " Port Maria ...	71
" " " St. Ann's Bay ...	42
" " " Cave Valley ...	14
" " " Falmouth ...	41
" " " Ulster Spring ...	8
" " " St. James ...	72
" " " Lucea	58
" " " Sav.-la-Mar ...	88
" " " Black River ...	76
" " " Mandeville ...	53
" " " Chapelton ...	35
" " " Lionel Town ...	54
" " " Spanish Town ...	74
" " " Linstead	60
Lepers' Home, Spanish Town	120

Buildings:

39. At the Kingston Public Hospital, the new Operating Theatre has been in operation since March, 1938. The necessary covered ways have been completed and put in use. The new building for Out-patients and X-ray work at the Kingston Public Hospital is rapidly nearing completion. Not only will this add to despatch and comfort in handling the ever increasing number of patients but it marks another step in the modernising programme steadily pursued at this Hospital.

40. In the outlaying hospitals, building improvements this year have been mostly in the direction of providing increased facilities for maternity work and for the treatment of Pulmonary Tuberculosis. Maternity Wards have been opened at Lucea, Black River, Lionel Town, Spainsh Town and Montego Bay, making a total of 10 Public General Hospitals outside of Kingston now provided with this service.

41. Four new Tuberculosis Wards at District Hospitals with a total accommodation of 72 beds were completed during the year. The Central Tuberculosis Hospital in the Corporate Area is in advanced state of construction, with two large wards of 100 beds each, two private wards of 11 beds each, and accessory buildings. It is hoped that this Hospital will be ready for service by the middle of 1939.

42. A new scheme for development of hospital facilities has been approved by Government. The policy decided on is that hospital accommodation in selected main centres of population will be considerably enlarged either by new hospitals or extension of existing ones, while a number of cottage hospitals will be established in more remote

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centres primarily as feeding stations. A service of ambulances will collect cases daily from the feeding stations and transport them to the main hospitals.

Personnel:

43. The number of patients attending Out-patient Departments of Government Hospitals has continued to increase to the point where added Medical personnel has become an imperative need in the hospitals of the more populous centres; since 1st July, 1938, the following hospitals have been provided with a part-time Assistant Medical Officer:—

St. Ann's Bay	Black River
Port Antonio	Port Maria.

Outdoor Dispensary Service:

44. The total attendances of outdoor patients under the Outdoor Dispensary system, excluding the Kingston Public Hospital, was 254,507 as compared with 221,987 in 1937. Six dispensaries were opened during the year.

Prevention of Disease.

Laboratory Work:

45. The year showed a continued increase in laboratory procedures, particularly with respect to Malaria, Venereal Diseases and Diptheria. Free laboratory facilities for all practitioners for diagnostic purposes in connection with Tuberculosis, Venereal Diseases, Diptheria, Typhoid and Gastro Intestinal infections was established in 1936 with the result that each year shows improvement in the accuracy of information with regard to the incidence and treatment of communicable diseases. With the development of the special clinics for Venereal Diseases, it has become possible to relieve the Central Laboratory to some extent.

46. A total of 70,810 examinations were carried out, some of the main items being as follows:—

Serum-Kahn Test	32,006
Blood Smears for Malaria Parasites ...	5,224
Enteric Diseases (Bacteriological) ...	3,072
Stool Examinations	6,352
Examination for Gonococci (Does not include work done by the V.D. Clinics) ...	2,126
Sputum for Tuberculosis (Does not include work done by the Tuberculosis Dispensary) ...	1,867
Throat Swabs	643

Gastro Intestinal Diseases:

47. 11,842 new latrines were completed as compared with 13,643 in 1937. Certain parishes which have been backward in the past began to make fair progress in this activity and in each case a specially experienced Senior Sanitary Inspector was loaned by the Central Board of Health to supervise the work.

48. 32,166 Anti-typhoid inoculations were given as compared with 32,454 in 1937, the policy being to carry out mass inoculations in any district where a case occurs, and also to inoculate school children as these provide some 30% to 35% of the notified cases. Hospitalization of cases has been highly developed especially in the Corporate Area where at least 80% of known cases are so cared for.

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Malaria:

49. The attention given to the importance of permanence in control measures in 1937 received further emphasis during 1938. At the close of the year the stretch of costal swamp in the Greenwhich Farm and Kingston Pen areas had been reduced to a very small percentage of its original proportions due to the combined efforts of the Corporate Area of Kingston and St. Andrew and Government. The former continued their programme of filling with city refuse the Eastern section, while the latter reclaimed several acres with earth filling and ditching in the Western section.

50. Plans have been completed for establishing and maintaining a system of drainage for an area to the west of Kingston extending as far as, and including Duhaney River, which is designed to remove excess irrigation and storm water rapidly from higher ground, as well as to relieve the swampy conditions at lower levels. Sub-Urban Kingston is rapidly extending westward both by private enterprise and through the activities of the Housing Authority while consideration is also being given to the possibilities of settling small holders, so that this drainage scheme will be an important feature in the protection of the Corporate Area from Malaria.

51. The West Indies Sugar Company have instituted extensive drainage measures on their Estates in the parish of Westmoreland. Adjacent villages which might have considerably minimized the results of this undertaking were also put under control as a co-operative scheme between the Company and Government.

52. There was further extension of what are known as "temporary control measures," that is, the use of larvicides and periodical clearing of vegetation from streams and stagnant water collections. The Milk River in Clarendon and St. Thomas-Ye-Vale in St. Catherine were the two areas to benefit by these extensions.

53. The main swamp problem in the town of Montego Bay remained unchanged throughout the year.

Pulmonary Tuberculosis:

54. The main features of Government's plan for control of Tuberculosis are:—

(a) Establishment of Dispensary Services;
(b) Provision of Beds;
(c) Supervision of infected families at home.

The main progress was in the direction of providing beds for active medical and surgical treatment. The programme laid down in 1936 provided for 400 beds, of which 80 are now available and 200 more will be ready within a year by the completion of the new Hospital.

55. The new Kingston Tuberculosis Dispensary was opened early in the past year providing very great improvement in comfort and efficiency, and over 5,000 new persons attended for examination. This Unit notified 476 cases of Pulmonary Tuberculosis out of a total of 1,376 reported for the whole Island during the year under review. Dispensary services were maintained in nearly all other parishes with the assistance of the Motor X-ray unit which took X-ray pictures of 3,713 persons.

56. Government has embarked on the establishment of a Public Health Nursing Service, one of the main activities of which is to supervise infected families at home.

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57. It is realised, however, that the activities of the Medical Profession can play only a limited part in the solution of the problem. Its control is closely associated with such major socio-economic questions as Housing, Nutrition, Education and Land Settlement and special efforts are being made in these directions.

58. The research work on vaccination against Tuberculosis continues in the hands of the Rockefeller Foundation.

Yaws:

59. The Yaws Control programme was actively maintained during the year. In areas of moderately high infection where a mobile unit operated for the first time, surveys showed that in a population of approximately 20,000 about 21% gave history of having had yaws while about 9% showed lesions. Repeat surveys in areas which five or six years ago showed very high infection (20% to 30% of the population with lesions) and which have been systematically followed-up with treatment campaign now show from 5% to 10% with lesions. The exception to this marked decline is the heavily infected section of the parish of St. Mary, due to the inadequacy of staff for maintaining close follow-up work.

Venereal Diseases:

60. During the year a total of 13,687 new patients attended the three special clinics at Kingston, Montego Bay and Port Antonio. Although the problem of Venereal Diseases was well known for years to be a large and serious one, the programme for control as undertaken at the start had, of necessity, an element of investigation as the true extent of the requirements were not known. The experience of the past two years, particularly in Kingston, has made it clear that the programme will have to be very materially enlarged if the problem is to be met with any degree of adequacy. In the early stages of the undertaking, Government was fortunate in securing a month's visit of the Adviser on Venereal Diseases to the Ministry of Health—Lieutenant-Colonel L. W. Harrison, D.S.O., and his recommendations as to buildings, staff and treatment are now being considered. Already urgently required alterations and extensions have been completed for the Kingston Clinic with greatly increased comfort and efficiency, and proposals for extension of the service are being considered.

Water Supply:

Considerable progress was made in improving both the quantity and quality of the water supplies of the larger towns. In the Corporate Area of Kingston and St. Andrew, the Water Commission completed installation of a new thoroughly modern purification plant with a capacity of 8,000,000 gallons to replace one of their worn-out plants. New works were completed at a cost of approximately £36,000 for the towns of May Pen, Chapelton, Montego Bay and Lucea, which works estimated at approximately £30,000 are in hand for Morant Bay, Buff Bay and Brompton.

61. Within the past two years the policy has been laid down that no schemes for water supplies will be approved unless adequate provision is made for high sanitary quality.

Housing:

62. The first Housing Project for dealing with slum areas in Kingston is now well advanced. This consists of an improvement scheme for an overcrowded slum area of the town together with development of a new township nearby.

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63. The necessary new roads and water and sewer mains are now nearing completion and it is expected that the new Building programme to be carried out by the Central Housing Authority will be commenced shortly.

64. It is hoped to introduce during the Spring Session of 1939 an Amendment Bill to the Building Societies Law whereby Special Financial Assistance will be given to Owners concerned in Housing Schemes.

65. Proposals have been made to Government by the Authority for dealing with Slum Clearance and Town Expansion Schemes with respect to other townships, and the matter is receiving attention of Government. In the meantime, Parochial Boards in their capacity as Local Housing Authorities are investigating Housing Conditions in their Parishes to enable preparation of detailed schemes by way of notification to Government as to the expenditure involved.

66. Two Improvement Schemes under the Slum Clearance Law, Law 10 of 1937, are now in force dealing with certain Areas in Montego Bay, and a Housing Development Project for displaced persons has recently been approved and is being put in operation.

Nutrition:

67. This subject is engaging the attention of the three Departments most intimately concerned, namely, the Medical, Agricultural and Educational, and it has been receiving considerable publicity in the local press.

68. Under the auspices of the Nutrition Committee the Medical Department carried out economic surveys in all parishes covering 1,400 families with a view to ascertaining some fairly exact information as to the dietary habits and food purchasing power of the working classes. Lack of special staff for dealing with the material collected has delayed completion of the study.

69. In approaching the problem the Medical Department is aiming at development of special services for expectant mothers and children up to school leaving age in elementary schools. These services are fairly well advanced in the Corporate Area of Kingston and St. Andrew. Here the Jubilee Maternity Hospital with 100 beds and 2,500 deliveries per annum (approximately 50% of the total births of the area) maintains an ante-natal department reaching the majority of the mothers delivered in the hospital. The Child Welfare Association, a voluntary organisation with headquarters in Kingston is subsidised by Government by the provision of a Medical Officer as well as by an annual cash contribution. The Kingston Clinic reports for 1938 that 1,524 expectant mothers paid 3,209 visits to their ante-natal sessions, and there were 21,095 attendances of children up to 5 years of age. The Clinic works in co-operation with the Maternity Hospital, and the great majority of their mothers are delivered in the Hospital. No outdoor nursing service is yet provided for either institution, but it is hoped that this will be established in the coming year. In the meantime voluntary lady workers provide a limited visiting service.

70. A nucleus for a Public Health Nursing Service has been established during the past two years on a co-operated plan between Central and Local Health Authorities, the former providing the nurse's salary and the latter her travelling allowance. So far, nine parishes have got 1 nurse each. In each case the provision of a nurse has made it possible for the Health Officer to carry out demonstrations in rural

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areas on (a) prenatal care, (b) infant hygiene, (c) school hygiene. The Child Welfare Association has also established a number of branches outside of Kingston in co-operation with the local Health Authority. Government has formulated a policy to be followed by Local Authorities for developing nursing services, and in the two parishes, Manchester and Clarendon, where good progress has been made, there has been a marked increase in the number of deliveries by registered midwives.

71. Continuous publicity is being given to the subject of Nutrition through the Bulletin of the Bureau of Health Education and lectures by Health Officers.

72. The Mission of Friends, a Quaker organisation, includes child welfare in their programme and has an American qualified Public Health Nurse.

73. Certain important activities of relatively recent development in the Agricultural Department and the Jamaica Agricultural Society are having a beneficial effect in meeting some of the problems of nutrition, and these Agricultural authorities are fully conscious of the importance of the subject. Included in the programme of the Agricultural Department are (a) Research work with the assistance of the Colonial Development Fund on local varieties of pulse crops and on analysis of soils with a view to increasing local supplies of vegetable protein; (b) fostering development of vegetable crops of "protective" value for both export and local consumption, such as green vegetables, for which our poorer classes formerly had very little taste. The Agricultural Department's overseas marketing development are of very great value, both economically, but as already effecting increased local consumption of such portions of these "protective" crops as are not suitable for export.

74. The Department of Agriculture is also investigating the possibility of organising the fishing industry which could make a most valuable addition to the supply of animal protein for the poorer classes who can obtain only an extremely limited quantity thereof for economic reasons.

75. The Jamaica Agricultural Society, a Government subsidised organisation with 319 branches and a staff of Agricultural Instructors, co-operate in the marketing developments of the Agricultural Department undertaking several activities of direct value to the cause of improved nutrition. Its sales of seeds, at extremely low prices, of such vegetables as tomatoes, carrots, turnips, sweet peppers, beet, etc., have quadrupled in recent years and reached £800 in 1938. The Society encourages, with subsidies, improvement of milking strains of goats and, by means of competitions, endeavours to interest Juveniles in vegetable growing and rearing of small stock. It now operates a corn mill for the locally grown product, and is hulling native rice for distribution through its Sales Department.

76. Government is supporting the establishment of a condensary which should stimulate the development of the dairy industry and make milk more available by lowered prices to the poorer groups of population.

77. The Education Department is giving special attention to the development of School Gardens, Kitchen-Garden projects and lunch schemes, and in the process of revision of the syllabus, hygiene has been brought up to date. During the past two years 30 kitchen-garden projects have been established in rural schools. In Kingston supplies of hot lunches are reaching 20 schools from the Children's Lunch Fund which is such a promising voluntary effort that Government is subsidising it to the extent of £600 per annum.

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CHAPTER V.

Housing.

78. The First Scheme under the Slum Clearance Law, Law 10 of 1937, embracing Improvement of Smith Village District in Kingston and development of Trench Pen Township was approved finally in the early part of the year and the project is now in operation under the Central Housing Authority.

79. Work done in Smith Village has been limited to acquisition of some properties, demolition of buildings and certain aspects of Street improvements. Sewer mains have been laid by the Water Commission, while the reconstruction of buildings is awaiting Legislative action to enable special financial assistance to be afforded to owners in the area.

80. Development works in Trench Pen, including construction of Roads, Storm Water Drain, Laying of Water and Sewer Mains, etc. etc. are nearing completion, and it is expected that the building programme will be put in hand at an early date.

81. There has been no improvement in the Housing conditions in other Slum areas and the question of the measures to be introduced for dealing with the problem is receiving earnest consideration of the Central Housing Authority.

82. New areas have been laid out by private enterprise in the Corporate Area and building activities were well sustained, particularly in suburban areas.

83. Residential areas in the parishes continue to be developed along satisfactory lines.

84. Simultaneously with the introduction of Local Reguations, the Parochial Boards are investigating conditions in slum areas with a view to ascertaining the cost of improvement measures.

85. Resulting from a survey of Barracks on the principal Plantations throughout the Island, an intensive campaign was carried out, requiring owners to improve Estate Barracks. Interim reports indicate gradual progress. The programme of Rose Hall Estate in St. James continues satisfactorily, while Messrs. Tate and Lyle (The West India Sugar Co.) have started reconstruction work in Clarendon and Westmoreland.

CHAPTER VI.

Natural Resources.

86. There are no reliable statistics relating to the distribution of land in Jamaica, but according to the Collector General's statements of tax ingivings, the area returned under 'wood and ruinate' is approximately 650,000 acres and cultivated land 950,000, a total of 1,600,000 acres. Crown lands amount to approximate 270,000 and other non-taxable land to say 10,000 acres, making the total area accounted for 1,880,000 acres.

87. Of the 270,000 acres of Crown Land it is estimated that approximately 30,000 acres might be developed for agriculture, while at least 60,000 acres of private land should eventually be acquired and reserved as forest. Forest Reserves would then be in the region of 300,000 acres or 10½% of the total land area. The survey and demarcation of these Forest Reserves was begun in 1937 and is being actively pursued.

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88. As regards land tenure, normally all Crown Lands are vested in the Colonial Secretary, but certain lands are leased from the War Department and private individuals for Forest Reserve. Forest rights —there are none. Water rights—in general it may be said that the rights to water flowing in definite stream channels are vested in the Crown, provided that riparian owners have the right to water for domestic and stock purposes.

Production:

89. The natural wealth of the colony is at present confined to its agricultural potentialities. Any mineral wealth it may possess is at present completely untapped, and its industrial and manufacturing establishments are concerned with the processing of agricultural and livestock products, a few factories for the manufacture of Ice, Biscuits and Beverages for local consumption being excepted.

90. There are no statistics available as to the total production or local consumption of any of the agricultural products, with the exception of sugar and rum. Returns of the Island's export trade for 1939 however, show that the total value of the Island's exports for 1938 exceeded the exports for the previous year by £93,830, and at £4,833,322 constitutes the highest recorded value of exports from the Island. Of this total, the value of Banana exports represents over 60%. It is encouraging to note that though the total number of stems of bananas exported was approximately 2,000,000 short of the 1937 total, the actual value at £2,916,956 exceeded that of the previous year by £260,073.

91. During the year under review, the Island suffered a marked diminution in annual rainfall, the total for the year (59.95 ins.) being nearly fourteen inches below the previous sixty-year average (73.87 ins.). The Island was fortunate, however, in sustaining no significant damage from wind disturbances, and apart from a slight decrease in yields per acre, which has been noticed in most crops, production was satisfactory.

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92. The following data compiled by the Collector General's Department show the comparative export trade in Island products for the years 1937 and 1938:—

ISLAND OF JAMAICA.

Articles.		Quantities, January to December, 1937.	Values, January to December, 1937.	Quantities, January to December, 1938.	Values, January to December, 1938.
			£		£
Bananas	stems	26,955,489	2,656,883	23,811,337	2,916,956
Bananas, dried	lbs.	4,002	106	150	4
Cocoa ..	cwt.	40,749	77,101	47,165	47,020
Coconuts	No.	34,052,640	95,233	33,415,379	84,155
Coffee ..	lbs.	7,575,015	146,019	9,462,456	132,907
Copra ..	lbs. ..	1,018,905	8,659	1,666,151	10,647
Coconut Oil	galls.	128,724	16,566	5,832	653
Dyewood ..	tons	23,704	58,007	6,314	15,745
Dyewood Extracts	cwt.	23,620	77,362	15,690	50,677
Ginger	cwt.	26,650	70,002	26,166	50,939
Goatskins	No.	183,042	22,109	172,922	12,754
Grapefruits	pkgs.	124,965	42,313	136,949	38,441
Hides ..	No.	24,807	17,627	12,450	5,107
Honey	galls.	144,429	22,835	133,299	18,049
Lime Juice, raw	galls.	15,672	1,230	19,871	1,473
Limes ..	pkgs.	15,378	8,715	16,889	5,609
Oranges ..	boxes	238,955	77,025	327,082	96,952
Orange Oil	lbs.	47,056	11,400	42,653	10,171
Pimento ..	cwt.	51,996	147,181	77,472	207,070
Pine Apples	dozs.	120	44	125	26
Rum ..	galls.	903,812	266,051	899,821	247,892
Specie—Silver	£	..	23,858	..	1,976
Do. Gold	£ ..	..	3,096	..	..
Sugar ..	tons	95,776	864,579	105,034	859,500
Tobacco, Cigars	lbs. ..	37,904	20,918	32,272	17,028
Wood, Bitterwood	tons	2,581	4,573	877	1,571
			4,739,492	..	4,833,322

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Organization of Production.

Bananas.

93. Apart from freedom from hurricanes or serious wind disturbances the main factors on which the prosperity of the banana industry of the Colony depend are:—

(1) Continuance of regulated marketing.

(2) Adequate Disease Control.

The marketing of bananas is controlled by three companies in Jamaica—The United Fruit Co., The Standard Fruit Co., and the Jamaica Banana Producers' Association. Formerly the three companies, the last named of which was a co-operative organization, were engaged in active and damaging competition one with the other. As a result of this competition the co-operative organization, which had but barely got under way was subjected to much adverse criticism, and infidelity on the part of contractors who could not be restrained from selling contracted fruit to another company which was offering a more satisfactory price. Late in 1935 it was found desirable to appoint a commission to investigate the situation. The Commission arrived in Jamaica in January, 1936 and after an intensive and comprehensive survey of the situation submitted their report in May of that year.

94. The suggestions and recommendations embodied in this valuable report were speedily put into operation by the enaction of legislation in 1936, and a ten-year agreement was entered into by the three companies, as a result of which payments based on the actual realised prices are made to growers. The result has been most satisfactory. Fair market prices are now assured to growers at all periods of the year and inter-company competition with its attendant waste has been eliminated.

95. Panama Disease remains the most serious menace to the Banana Industry. Its spread maintains steady progress and necessitates a retreating policy which has so far resulted in no decrease of acreage under bananas but in the utilization of lands less suitable for this crop.

96. Since 1936, Cercospora Leaf Spot of Bananas has accentuated the hazards of banana growing in this Colony, exhibiting periodic outbreaks of severe intensity from time to time and occasioning considerable anxiety on the part of planters. It has been demonstrated that efficient control of this disease can be economically attained on level, high producing areas by spraying with copper fungicides. On steep hillsides, where the topography of the land and the frequent scarcity of water make spraying difficult and expensive, the problem is by no means one of easy solution and is now the subject of close enquiry by the interests concerned.

97. From certain preliminary investigations made by the Agricultural Chemist it appears that the nutrient status of soils is not without some influence on the intensity of infection by Cercospora.

Research.

98. Efforts to produce a commercial variety of banana immune to Panama Disease have been unremittingly continued by the Botanical Division of the Department of Agriculture. On the advice of the Colonial Advisory Council of Agricultural and Animal Health steps have recently been taken to speed up the work of banana breeding in Jamaica, by providing extended facilities for the operation of the Botanist, and the introduction of new wild varieties from the East. It is an encouraging fact that seedling varieties immune to Panama Disease also exhibit a high degree of resistance to Cercospora Leaf Spot

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and though the primary object of the investigation is the production of a variety immune to Panama Disease, it is probable that the production of such a variety will simultaneously solve the two important Banana Disease problems.

Sugar:

99. The sugar industry has always held an important place in the Colony's agricultural programme. Recent years have seen a rapid expansion in production due partly to increased acreage as lands become useless for Banana growing, owing to the presence of Panama Disease, but largely also to greater efficiency in field and factory practice. Centralisation, the adoption of chemical control in the factories, the growing of high yielding disease-resistant varieties of cane, the increased use of mechanically propelled implements for tillage and the institution of a factory statistical service all have played their part in the expansion of production.

100. Perhaps the greatest value of the sugar industry of Jamaica as to other countries, lies in its capacity to employ labour. Consumers of sugar within the colony, therefore, contribute largely to the industry, paying a higher price for sugar in the Colony than is paid in England. This local price is controlled by Law, and all sugar liberated on the local market is sold through the Sugar Manufacturers' Association of which all factory owners are members.

101. Considerable expansion of production is still possible, and in view of the great importance of the industry to the Island it was not without misgiving that the Colony became aware of the proposal for international control of sugar produced in 1937.

102. To give effect to the International Sugar Agreement and to facilitate its smooth and equitable operation, Law 43 of 1937 was passed on 29.12.37. The Export quota alloted to Jamaica under this Law was 86,000 tons, but it was found possible to increase this subsequently to 102,600 tons. The Export quota for 1938-39 crop is fixed at 82,400 tons.

103. Since 1933 there has been a steady increase in the percentage of the total cane crop represented by small cane farmers. During the 1937-38 crop there were 5,693 cane farmers registered in accordance with Law 43 of 1937. The proportion of the total cane crop supplied by them was estimated at 25%.

104. The 1937-38 sugar crop constituted a record for the century. Yields of cane per acre were lower than the previous year, but this was largely offset by an increase of the sugar content of the canes. Factory returns indicate an improvement in efficiency of extraction, tons of cane per ton of sugar, averaging 9.92 for the crop as against 10.27 for the 1936-37 crop.

105. In many districts of the Island, small proprietors conduct a remunerative trade in the production of wet sugar for local consumption. The price of this article is largely regulated by the price for Vacuum Pan Sugar and though no statistics of areas cultivated in cane for this purpose are available, however, they must total an appreciable acreage.

Rum:

106. Since the formation of a Rum Pool the Rum industry has found itself on a firmer footing, and sales have maintained a steady increase. From 385,872 gallons, valued at £48,273 in 1933, exports reached a total of 903,812 gallons, valued at £266,051 in 1937. In 1938, 899,821 gallons were exported, valued at £247,892.

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Citrus:

107. The introduction of the Citrus Development Scheme in 1933 has provided much stimulus to the development of the citrus industry in the Island. It is now evident that the markets abroad have little need for the unstandardised miscellaneous types of citrus formerly marketed in large quantities and no effort is being spared to encourage and facilitate the replacement of the former semi-wild product with regulated orchards of standardised varieties of citrus.

108. Marked improvement has also taken place in recent years in the handling and marketing of citrus products and gratifying reports have been received from New Zealand, Canada and the United Kingdom on the quality of the fruit and the excellence of the pack.

109. An encouraging feature of the citrus industry has been the recent growth of a good local demand for citrus, especially oranges.

110. The Marketing Division of the Department of Agriculture has succeeded in expanding considerably the trade in limes. Exports have increased considerably and fresh limes unsuitable for shipment for various reasons are utilised for the production of lime oil.

Coconuts:

111. The present position of the coconut industry is largely due to the encouragement of the co-operative system of marketing by the formation of the Jamaica Coconut Producers' Association Ltd., and subsequently the establishment of factories locally for the manufacture of edible oil, soap and stock feed.

112. The importation of edible oils has now been reduced to negligible proportions and the local market itself has reached a point of saturation.

113. Fortunately a profitable outlet for selected whole nuts exists in the United States and to a larger extent in Canada, and during 1938 thirty-three million nuts valued at £84,155 were disposed of in this way.

114. Poor grade nuts are usually converted into copra for local use or for export. Owing to the present saturation of the local market for edible oils, it is inevitable but that the exportation of copra, which has been considerably curtailed (in 1938, 1,666,151 lbs. copra were exported as against 6-10 million lbs. annually during the years 1926-31), will undoubtedly be once more renewed on a large scale.

115. Other avenues of disposal of the Colony's coconut crop are represented by the trade in "Water Coconuts" or raw coconuts for drinking purposes, and the activities of the village oil-boilers who it is estimated are responsible for the annual disposal of approximately 20 million nuts.

Coffee:

116. This crop represents the chief permanent crop of the small settlers of the Colony. There are two main grades of coffee produced:—

(a) The Blue Mountain Coffee, a high priced product which can be grown only in a very limited area in the Colony. Production of this type approximates about 2,500 barrels per year. It is estimated that about two-thirds of this crop is produced by small settlers who sell their crop in the cherry form to well-equipped factories.

(b) Lowland Coffee, production of which is almost entirely confined at present to the small settlers. Some of this crop is sold to large factories in the cherry form but the majority is cured by the

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small settlers themselves, the finished product exhibiting considerable variations according to the methods used for preparation, the manner in which these are conducted and the particular districts in which the crop is grown.

117. The industry is at present passing through a period of depression owing to the low prices offered for our coffee which is mostly used for blending purposes.

118. Methods of cultivation are, generally speaking, in great need of improvement, especially in regards to the adoption of anti-erosion measures. The bulk of the crop is grown on steep hillsides under conditions which lend themselves to excessive loss of soil and it cannot be denied that if the settlers could be prevailed upon to adopt suitable measures the yield and quality of crops would be much improved. Present prices are, however, most discouraging.

Pimento:

119. The prosperity of farmers in the parishes of St. Ann and Manchester was at one time almost solely dependent upon the current prices for coffee and pimento. In 1934 a Rust disease became virulent on pimento and was the cause of considerable anxiety and concern. From over 12 million lbs. in 1934 our export trade fell rapidly to under 6 million in 1936. Fortunately the widespread infection that was characteristic of 1934 and 1935 has retreated and gradually but definitely the disease has confined its most virulent attacks to the crops grown in the higher altitudes. Jamaica constitutes at present the sole source of this "All-Spice" of commerce and though the volume of production has been largely curtailed by the disease and individuals have been hard hit, the total value of the export trade in this commodity has very definitely increased.

Tobacco:

120. Tobacco has long been an important minor crop in Jamaica. Owing to improper or imperfect methods of curing, however, the product was very crude and very little of the Island's production found its way into the export market but was almost completely disposed of locally for pipe use in the form of "Donkey-rope." Under the Agricultural Development Scheme a Tobacco Specialist was appointed in 1936 and organized production and marketing of Cigar Leaf Tobacco was soon under way. Financial, advisory and practical assistance to growers by the Tobacco Specialist and his Staff has been a prominent feature of the Scheme. A tobacco conditioning, grading and packing Station was erected in early 1937 and was doubled in size in preparation for the 1937-38 crop. Legislation was introduced further to protect the Industry by insisting that all tobacco for export should be passed through the Station and be subjected to examination by the Tobacco Specialist. The following figures indicate the rapid expansion that has taken place in the marketing:—

In 1937 a total of 61,913 lbs. gross weight tobacco from the 1936-37 crop was delivered to the Station. In 1938 a total of 164,704 lbs. gross weight tobacco from the 1937-38 crop was delivered to the Station.

It is estimated that the 1938-39 crop will approximate 300,000 lbs. which is the present limit of the English market.

121. Attempts are being made to develop a trade in Virginia Tobacco and Jamaica grown samples of this product were exhibited in England during the year, where they received favourable comment. Prospects for the development of this trade seem definitely promising.

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Minor Fruits and Vegetables.

122. Practical effect was given to the recommendation of the Fruit and Vegetables Conference held in Jamaica 1933 by the establishment early in 1935 of the Low Temperature and Marketing Station for investigating the possibilities of developing an export trade in minor fruit and vegetables. It soon became apparent that the importance of this division of the Department and magnitude of the responsibilities it would have to undertake necessitated considerable expansion and a Marketing Officer has since been appointed with a large and efficient staff and the necessary accommodation.

123. The marketing Division by its activities in the field and by its arrangements for the satisfactory disposal of various products for export has rendered valuable assistance to growers, and considerable shipments of Bombay Mangoes, Limes, Egg-plants, Peppers, Potatoes and other tropical fruit and vegetables have been made through this Station.

Minor Crops:

124. The activities of this Division have recently been expanded to include the regulating the marketing within the Island of minor crops such as corn, potatoes and peas. Growers of these commodities have in the past suffered the disability of being forced to sell their products locally at a time when the market is in a state of temporary glut and prices accordingly low, no organization being available to take off the surplus crop and store it, spreading distribution over a larger period. The activities of the Marketing Division along these lines should prove of great value to growers and at the same time encourage increased consumption of native products. Indeed a market extension in the growing of these food crops was a note-worthy feature of agricultural activities during the latter part of the year.

Nutrition:

125. During the year the Fertilizer Investigation Scheme financed with assistance from the Colonial Development Fund has been inaugurated under the Department of Agricuture. Work is now in progress in four main centres. The main line of investigation has been directed towards the introduction of new varieties of legumes, rice, maize and other food crops, and improved methods of cultivation, in the hope that the cost of production of these commodities by the small settler may be reduced. Special attention is deing directed towards the production on an extended scale of leguminous crops so that the local dietary may be improved by a more general consumption of non-imported high protein foods.

126. Other countries have co-operated whole-heartedly in supplying to Jamaica a large number of varieties of pulse, rice and maize, and the yields, food value and field behaviour of these imported varieties are being closely watched for comparison with those of varieties now popular locally.

Livestock Industry:

127. There are large areas in Jamaica which are peculiarly suited to the rearing of livestock. The local market for livestock products is at present only partially explored, and there is little doubt but that considerable expansion is possible in this industry once existing obstacles are overcome. The main obstacle to development has so far

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been a lack of adequate facilities for the organized marketing and distribution of livestock products and commercial utilisation of by-products. As a result, year after year has seen a rapid increase in the importation of butter, skimmed-milk and meats, while the pen-keepers of the colony remain in a state of severe financial stringency. Work is due to commence shortly on the erection of a modern slaughter-house in Kingston with a suitable by products plant and possibly a small cannery attached. This step should assist materially in overcoming the chief obstacles to development of the meat industry. The recently concluded agreement with the Nestlé's Anglo-Swiss Milk Products Ltd. under which this Company undertakes to erect and operate a suitable Condensed Milk Factory, should prove of great value to the Livestock Industry in general and to the Dairy Industry in particular.

128. The Colony's export trade in livestock products is confined to the export of goatskins and hides of cattle. Owing to depressed prices for these commodities on the United States and United Kingdom markets the value of this trade declined considerably during the year.

129. At the Hope Stock Farm the demand for breeding stock, especially bull calves, was especially good during the year and a healthy and encouraging interest has been exhibited by pen-keepers generally in improving their herds. Work on the development of a breed of dairy cattle suitable for the Colony has progressed definitely, and animals of the Montgomery-Jersey cross are becoming standardised in type.

130. Particular attention is being devoted by the Department of Agriculture to the study of the most economical rations for various types of livestock with special reference to the possible extended use of locally produced concentrated feeds and the relative values of various fodder grasses.

Forestry:

131. The Forest Law of 1937 making provision for the protection and management of forests has enabled considerable progress to be made in the general organization of the forestry work under the control of the Forest Officer. Rules governing the removal of timber and the registration of timber property marks were drawn up and passed into Law in October, 1938.

132. Eighteen blocks of Crown Lands, totalling 2,412 acres were purchased for Forest Reservation in badly eroded areas of the Blue Mountain and Bull Head Mountain regions. Three of these properties were acquired on behalf of the Water Commission. A further 700 acres of land in the Hope catchment was leased from the War Department and all Water Commission holdings in the catchment areas were taken over for forest management.

Afforestation:

133. Approximately 80 acres of denuded land in the Kingston Water Supply catchments was re-afforested, mainly with local hardwoods and part of the areas planted in 1937 were replanted, where mortality due to unfavourable weather conditions was high. Small areas on the Liguanea Ridge and in the Highgate Water Supply catchment were also afforested.

Timber Licenses:

134. Comprehensive Crown Lands Forest Produce Rules were approved and printed and Forest Guards were put in charge of timber cutting. Royalties increased from under £200 to over £600, and the

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market value of timber cut was approximately £6,000. Particular attention was paid to the prevention of overcutting and of the cutting of immature timber.

Production:

135. There is a very considerable local utilisation of hardwoods, particularly in country districts, probably amounting to not less than £100,000 per annum in value. The principal species used include Cedar (Cedrela odorata), Mahoe (Hibiscus elatus), Bulletwood (Dipholis nigar), and Santa Maria (Calophyllum jacquinii) amongst others. Exports of "fancy timbers" approximate £2,000 to £3,000 per annum and exports of dyewoods, tans, etc. average £130,000 per year (of which logwood and extracts account for approximately £122,000). Practically all the timber exported come from private lands.

Organization of Production:

136. The supply of timber for local consumption is in the hands of independent small contractors who employ sawyers, etc. Conversion and extraction are done by hand.

CHAPTER VII.

COMMERCE.

137. The total trade of the Colony, £11,517,961, has only been exceeded in 1929, when it was £11,696,186. The year does not show any marked difference over the previous year.

138. The value of imports was £6,485,221, an increase of £346,842 over the previous year. Special importations of sugar machinery of a value of £234,000 largely accounts for this. Rice was an article which showed a marked increase, and flour was also at a high level, the two together accounting for 10.3% in value of the total imports.

139. As regards imports, trade with the Empire declined—the percentage of Empire origin being only 65.6%. The percentage from the United States of America increased to 21.6%. The chief increases in United States of America trade were cotton-piece goods, flour, implements and tools and machinery. Owing to the temporary removal of the Empire preference, petrol and fuel oil were imported from the Dutch West Indies, which accounts for the decrease in trade with Trinidad.

140. The value of exports was £5,032,740, the highest on record. While shipments of bananas were slightly below that of last year, the price was good and this commodity accounted for 59.4% of the total value of exports. Sugar at a low price accounted for 17.5%, Rum 5%, and Pimento 4.2%. Although Coffee exports were considerable, the low price accounted for a value of only £132,907 or 2.7%.

141. As regards exports, trade with the Empire increased, the percentage being 87.1. Exports to the United Kingdom amounted to 59.36% (bananas accounting for 49%), while Canada took 26.67%, the chief item being sugar.

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	1934.	1935.	1936.	1937.	1938.
	£	£	£	£	£
Value of Imports (C.I.F.)	4,777,069	5,009,906	5,073,815	6,138,379	6,485,221
Value of Exports and re-Exports (F.O.B.)	3,219,072	3,838,933	3,821,281	4,994,281	5,032,740

IMPORTS.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
British Empire ..	69.1	71.6	73.0	67.4	65.6
Other Countries	30.9	28.4	27.0	32.6	34.4

PRINCIPAL COUNTRIES.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ..	39.2	40.3	38.1	33.7	33.5
Canada ..	15.9	16.3	16.3	14.9	16.1
Trinidad ..	6.2	5.4	5.5	4.8	4.0
India	2.3	3.4	4.1	3.8	.9
Burma ..	..	..	..	..	2.9
United States of America	18.3	18.1	16.9	18.1	21.6
Germany ..	1.7	2.0	2.7	3.5	2.9
D. W. I. ..	.4	.8	1.0	2.7	2.5

EXPORTS.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
British Empire ..	85.93	85.58	85.70	81.70	87.11
Other Countries ..	14.07	14.42	14.30	18.30	12.89

PRINCIPAL COUNTRIES.

	1934.	1935.	1936.	1937.	1938.
	%	%	%	%	%
United Kingdom ..	55.01	56.30	54.30	55.77	59.36
Canada ..	29.59	28.00	29.70	24.74	26.67
United States of America	9.21	8.91	7.19	4.81	3.67
Holland ..	.39	2.43	2.18	7.81	2.80
Germany ..	1.13	.76	2.78	2.80	4.21
France ..	2.06	1.40	1.35	1.83	1.10

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	Principal Articles.	Unit of Quantity.	United Kingdom.		Canada.		Australia.		Bahamas.		British Guiana.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	196,190	2,327	2,280,145	27,105	..	..	..	..	..	..
	Grains—Flour ..	bags	36,365	34,530	211,335	243,641	111,791	110,589	..	..	..	..
	Rice ..	lbs.	269,469	1,264	..	..	..	..	..	..	3,629,743	14,102
	Milk ..	lbs.	2,744,842	39,008	1,476,178	24,284	..	..	..	..	..	..
CLASS II.	Coal ..	tons	25,508	38,133	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	354,338	4,259	..	..	1,854,651	18,429	..	..
CLASS III.	Apparel ..	value	..	40,632	..	23,150	..	..	..	..	..	..
	Boots and Shoes ..	doz. prs.	43,852	108,204	11,903	49,359	..	..	..	..	..	..
	Cotton Piece Goods ..	yds.	18,709,808	325,408	..	..	..	..	..	..	..	..
	Hardware ..	value	..	96,193	..	18,093	..	..	..	..	..	..
	Motor Cars and Trucks	No.	402	56,756	810	122,166	..	..	..	..	..	..
	Oils—Motor Spirit ..	galls.	..	..	..	..	..	..	..	..	..	..
	Fuel Oils ..	tons	..	..	..	..	..	..	..	..	..	..
	Silk Manufactures ..	value	..	36,012	..	15,089	..	..	..	..	..	..

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	Principal Articles.	Unit of Quantity.	Hong Kong.		India.		Newfoundland.		Trinidad.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	14,638	1,046	..	..	12,804,364	157,788	..	..
	Grains—Flour ..	bags	..	..	..	..	..	..	..	..
	Rice ..	lbs.	..	..	36,108,936	155,398	..	..	..	..
	Milk ..	lbs.	..	..	..	..	..	..	..	..
CLASS II.	Coal ..	tons	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	..	..	..	..	..	..
CLASS III.	Apparel ..	value	..	87,281	..	..	..	..	..	..
	Boots and Shoes ..	doz. prs.	97,667	61,151	22,870	12,934	..	..	..	..
	Cotton Piece Goods ..	yds.	174,675	3,394	1,070,782	13,234	..	..	..	..
	Hardware ..	value	..	..	..	..	..	..	..	..
	Motor Cars and Trucks	No.	..	..	..	..	..	..	..	..
	Oils—Motor Spirit ..	galls.	..	..	..	..	..	..	5,506,741	105,964
	Fuel Oils ..	tons	..	..	..	..	..	..	126,326	133,782
	Silk Manufactures ..	value	..	17,797	..	..	..	..	..	..

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	Principal Articles.	Unit of Quantity.	U. S. A.		D. W. I.		Germany.		Holland.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	17,089	942	..	..	..	..	..	..
	Grains—Flour ..	bags	7,600	9,618	..	..	..	..	..	..
	Rice ..	lbs.	..	..	..	..	..	..	..	..
	Milk ..	lbs.	..	..	..	..	..	..	4,271,371	49,882
CLASS II.	Coal ..	tons	83,160	94,569	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	2,388,250	121,427	..	..	..	..	..	..
CLASS III.	Apparel ..	value	..	5,663	..	..	..	..	..	..
	Boots and Shoes ..	doz. prs.	..	..	..	..	..	..	..	..
	Cotton Piece Goods ..	yds.	4,237,022	55,145	..	..	..	..	..	..
	Hardware ..	value	..	48,006	..	..	..	26,287	..	..
	Motor Cars and Trucks	No.	400	63,929	..	..	51	8,266	..	..
	Oils—Motor Spirit ..	galls.	151,624	5,106	1,833,269	34,065	..	..	..	..
	Fuel Oils ..	tons	137	456	70,031	126,389	..	..	..	..
	Silk Manufactures ..	value	..	17,336	..	..	..	7,693	..	..

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	Principal Articles.	Unit of Quantity.	Japan.		Other Countries.		Total.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		
CLAS I.	Fish (Dried Salted)	lbs.	..	..	2,040	156	15,314,466	189,364
	Grains—Flour	bags	..	..	..	..	367,091	398,379
	Rice	lbs.	..	..	44,206	259	40,052,354	171,023
	Milk	lbs.	..	..	491,879	6,084	8,984,270	119,258
CLASS II.	Coal	tons	..	..	4,000	4,000	112,668	136,702
	Wood—Douglas Fir, Pitch Pine White Pine	feet	..	..	8,393	93	14,605,632	144,208
CLASS III.	Apparel	value	..	5,183	..	5,250	..	167,159
	Boots and Shoes	doz. prs.	..	..	2,054	3,670	178,346	235,318
	Cotton Piece Goods	yds.	..	..	675,912	18,731	24,868,199	415,912
	Hardware	value	..	5,889	..	7,707	..	202,175
	Motor Cars and Trucks	No.	..	..	..	..	1,663	251,117
	Oils—Motor Spirit	galls.	..	..	144	26	7,491,778	145,161
	Fuel Oils	tons	..	..	..	..	196,494	260,627
	Silk Manufactures	value	..	23,267	..	47,484	..	164,678

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	Principal Articles.	Unit of Quantity.	United Kingdom.		Canada.		Australia.		Bahamas.		British Guiana	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	5,096	109	2,395,871	25,903	..	..	..	..	..	..
	Grains—Flour ..	bags	41,173	38,761	288,750	262,726	112,422	111,011	..	..	..	..
	Rice ..	lbs.	3,074	32	..	..	..	..	..	..	966,285	4,258
	Milk ..	lbs.	1,087,938	17,917	1,934,988	33,114	..	..	24	..	..	..
CLASS II	Coal ..	tons	72,973	83,880	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	2,929,078	28,089	..	..	987,515	9,487	..	..
CLASS III.	Apparel ..	value	..	33,853	..	24,544	..	..	..	101	..	..
	Boots and Shoes ..	doz. prs.	39,089	105,548	12,433	48,949	..	..	..	..	..	..
	Cotton Piece Goods ..	yds.	12,526,305	218,961	5,496	206	..	..	..	..	..	..
	Hardware ..	value	..	74,218	..	16,791	..	..	..	..	..	..
	Motor Cars and Trucks	No.	309	48,646	734	123,633	..	..	..	..	..	..
	Oils—Motor Spirit ..	galls.	124	23	4	4	..	..	..	..	..	..
	Fuel Oils ..	tons	..	..	..	..	..	..	..	..	..	..
	Silk Manufactures ..	value	..	37,160	..	13,708	..	..	..	..	..	..

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	Principal Articles.	Unit of Quantity.	Burma.		Hong Kong.		India.		Newfoundland.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F
				£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	..	..	8,564	784	..	..	15,799,887	184,173
	Grains—Flour ..	bags	..	..	..	..	..	..	..	..
	Rice ..	lbs.	39,917,588	185,277	340	3	541,812	2,432	..	..
	Milk ..	lbs.	..	..	..	..	..	..	..	..
CLASS II.	Coal ..	tons	..	..	..	..	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	..	..	..	..	..	..
CLASS III.	Apparel ..	value	..	..	..	42,972	..	34	..	..
	Boots and Shoes ..	doz. prs.	..	..	40,762	29,679	18,777	11,455	..	..
	Cotton Piece Goods ..	yds.	..	..	71,600	1,204	564,640	6,505	..	..
	Hardware ..	value	..	..	..	31	..	..	..	..
	Motor Cars and Trucks	No.	..	..	..	..	..	..	..	..
	Oils—Motor Spirit ..	galls.	..	..	..	..	..	..	..	..
	Fuel Oils ..	tons	..	..	..	..	..	..	..	..
	Silk Manufactures ..	value	..	..	..	5,222	..	..	..	..

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	Principal Articles.	Unit of Quantity.	Trinidad.		U. S. A.		D. W. I.		Germany.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.
				£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	..	..	27,914	1,076	..	..	..	..
	Grains—Flour ..	bags	..	..	31,286	39,458	..	..	..	
	Rice ..	lbs.	..	..	2,330	9	..	..	..	..
	Milk ..	lbs.	..	..	138	1	..	..	..	..
CLASS II.	Coal ..	tons	..	..	70,024	76,331	..	..	..	..
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	12,146,545	112,611	..	..	..	..
CLASS III.	Apparel ..	value	..	..	..	7,189	..	..	..	60
	Boots and Shoes ..	doz. prs.	..	..	154	300	..	..	..	..
	Cotton Piece Goods ..	yds.	..	..	12,117,470	146,100	..	..	50,281	1,741
	Hardware ..	value	..	..	..	48,974	..	..	..	23,693
	Motor Cars and Trucks	No.	..	..	322	54,995	..	..	67	9,742
	Oils—Motor Spirit ..	galls.	4,705,081	86,013	135,768	5,374	3,277,373	54,218	..	..
	Fuel Oils ..	tons	89,451	121,846	76	256	69,554	102,221	..	..
	Silk Manufactures ..	value	..	..	..	15,059	..	..	..	4,385

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	Principal Articles.	Unit of Quantity.	Holland.		Japan.		Other Countries.		Total.	
			Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value, C.I.F.	Quantity.	Value. C.I.F.
				£		£		£		£
CLASS I.	Fish (Dried Salted) ..	lbs.	..	..	..	..	1,389	135	18,238,721	212,180
	Grains—Flour ..	bags	..	..	..	..	..	1	413,631	451,957
	Rice ..	lbs.	..	..	..	..	679,447	3,187	42,110,876	195,198
	Milk ..	lbs.	6,471,870	87,107	..	..	404,801	5,752	9,899,759	143,891
CLASS II.	Coal ..	tons	..	..	..	..	..	..	142,997	160,211
	Wood—Douglas Fir, Pitch Pine, White Pine	feet	..	..	..	..	..	..	16,063,138	150,187
CLASS III.	Apparel ..	value	..	..	..	3,211	..	2,935	..	114,899
	Boots and Shoes ..	doz. prs.	..	..	..	..	2,578	6,011	113,793	201,942
	Cotton Piece Goods ..	yds.	41,076	1,804	1,087	70	468,725	11,199	25,846,680	387,790
	Hardware ..	value	..	193	..	3,324	..	5,536	..	172,760
	Motor Cars and Trucks	No.	..	..	..	..	4	336	1,436	237,352
	Oils—Motor Spirit ..	galls.	..	..	..	..	..	..	8,118,350	145,632
	Fuel Oils ..	tons	..	..	..	..	..	..	159,081	224,323
	Silk Manufactures ..	value	..	12	..	18,157	..	47,639	..	141,342

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Principal Items.	Unit of Quantity.	United Kingdom.		Australia.		Canada.		Bahamas.		Bermuda.		New Zealand.		U. S. A.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
			£		£		£		£		£		£		£
Bananas ..	stems	20,085,548	1,968,927	..	..	2,619,541	288,457	..	..	..	..	..	..	63,574	6,264
Cocoa (Raw) ..	lbs.	31,900	580	..	..	4,394,080	74,476	..	..	..	..	..	..	..	..
Coconuts ..	No.	2,521,100	7,164	..	..	10,331,350	27,168	..	..	..	..	..	..	21,146,550	60,667
Coffee ..	lbs.	271,642	8,038	..	..	7,216,879	136,166	34,645	733	..	..	..	..	..	..
Grapefruits ..	No.	9,901,470	33,361	..	..	2,291,300	6,837	..	..	211,170	776	440,000	1,320	..	..
Oranges ..	boxes	77,490	25,615	..	..	124,220	37,527	..	..	8,230	3,201	28,832	10,580	..	..
Rum ..	galls.	587,915	123,994	..	..	38,326	16,646	47,913	11,124	..	..	..	..	59,369	57,306
Sugar ..	tons	32,896	301,787	..	..	62,845	562,378	..	..	..	..	..	..	..	..
Spices, Pimento	lbs.	534,822	13,454	175,074	4,550	226,236	5,339	..	..	..	..	..	..	599,985	14,877
Ginger ..	"	1,448,113	34,130	146,455	4,074	296,600	6,825	..	..	..	..	..	..	938,422	21,243
Tobacco, Cigars	"	8,415	7,787	..	..	..	..	..	..	3,635	1,689	..	..	..	..
Logwood ..	tons	..	..	..	..	..	..	..	..	..	..	..	..	4,361	10,161
Logwood Extracts	cwt.	22,173	72,081	..	..	..	..	..	..	..	..	..	..	434	1,595

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Principal Items.	Unit of Quantity.	France.		Germany.		Holland.		Panama.		Other Countries.		Total.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
			£		£		£		£		£	£	£
Bananas ..	stems	..	..	417,363	33,107	3,769,463	360,128	..	..	..	..	26,955,489	2,656,883
Cocoa (Raw) ..	lbs.	..	..	44,335	437	..	..	..	..	93,575	1,608	4,563,890	77,101
Coconuts ..	No.	..	..	..	..	..	..	..	..	53,640	234	34,052,640	95,233
Coffee ..	lbs.	..	..	..	..	..	..	..	..	51,849	1,082	7,575,015	146,019
Grapefruits ..	No.	..	..	..	..	..	..	..	..	3,200	19	12,847,140	42,313
Oranges ..	boxes	..	..	..	..	..	..	..	..	183	102	238,955	77,025
Rum ..	galls.	..	..	153,721	49,195	..	..			16,568	7,786	908,812	266,051
Sugar ..	tons	..	..	..	..	..	..	..	..	35	414	95,776	864,579
Spices, Pimento	lbs.	1,710,262	42,293	1,533,378	40,443	390,270	10,044	..	..	653,562	16,181	5,823,589	147,181
Ginger ..	"	..	..	92,283	2,194	..	..	..	..	62,899	1,536	2,984,772	70,002
Tobacco, Cigars	"	..	..	..	..	..	..	17,348	5,692	8,506	5,750	37,904	20,918
Logwood ..	tons	15,981	40,287	1,687	3,270	..	..	..	..	30	65	22,059	53,783
Logwood Extracts	cwt.	..	..	..	..	..	..	..	..	1,013	3,686	23,620	77,362

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Principal Items.	Unit of Quantity.	United Kingdom.		Australia.		Canada.		Bahamas.		Bermuda.		New Zealand.		U. S. A.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
			£		£		£		£		£		£		£
Bananas ..	stems	19,878,308	2,409,705	..	..	2,316,056	320,855	..	..	..	..	..	..	..	..
Cocoa (Raw) ..	lbs.	98,750	790	..	..	4,858,549	42,945	..	..	..	..	..	..	..	..
Coconuts ..	No.	3,192,854	8,291	..	..	11,529,650	26,663	1,100	4	1,810	7	..	..	18,601,095	48,963
Coffee ..	lbs.	279,492	7,609	15,120	408	9,075,762	123,213	24,140	484	..	..	10,408	263	16,575	297
Grapefruits ..	No.	12,262,520	34,460	..	..	840,050	2,272	120	1	160,670	565	530,250	1,065	..	..
Oranges ..	boxes	232,579	70,129	..	..	38,172	11,075	..	..	9,104	3,013	46,580	12,556	10	5
Rum ..	galls.	615,827	126,482	276	192	31,834	14,524	39,500	9,365	1,410	894	950	530	44,777	47,523
Sugar ..	tons	13,528	108,814	..	..	91,467	750,282	29	302	..	..	..	..	..	..
Spices, Pimento	lbs.	713,851	16,517	97,856	2,416	196,494	4,675	..	..	..	..	25,544	632	869,504	20,343
Ginger ..	"	1,574,972	27,030	165,552	3,413	274,613	5,154	25	..	..	..	1,122	24	859,000	14,338
Tobacco, Cigars	"	5,597	5,239	..	..	1,169	1,006	730	334	3,805	1,690	200	195	225	168
Logwood ..	tons	61	123	..	..	..	..					..	..	735	1,984
Logwood Extracts	cwt.	14,526	46,619	60	231	..	..	..	..	..	..	6	22	343	1,100

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EXPORTS, 1938.

Principal Items.	Unit of Quantity.	France.		Germany.		Holland.		Panama.		Other Countries.		Total.	
		Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)	Quantity.	Value, (F.O.B.)
			£		£		£		£		£		£
Bananas ..	stems	..	..	595,912	63,964	1,021,061	122,432	..	..	..	..	23,811,337	2,916,956
Cocoa (Raw) ..	lbs.	22,120	200	122,725	1,140	..	..	..	..	180,340	1,945	5,282,484	47,020
Coconuts ..	No.	..	..	10,000	32	71,500	167	..	..	7,370	28	33,415,379	84,155
Coffee ..	lbs.	..	..	9,940	199	..	..	..	..	31,019	434	9,462,456	132,907
Grapefruits ..	No.	..	..	..	..	19,900	50	..	..	10,100	28	13,823,610	38,441
Oranges ..	boxes	..	..	..	..	..	..	..	..	637	174	327,082	96,952
Rum ..	galls.	2,629	734	144,984	41,328	..	..	703	657	16,931	5,663	899,821	247,892
Sugar ..	tons	..	..	..	..	..	..	..	..	10	102	105,034	859,500
Spices, Pimento	lbs.	1,708,801	39,165	671,851	89,840	484,935	11,976	..	..	907,965	21,506	8,676,801	207,070
Ginger ..	"	..	..	44,635	765	..	..	..	..	10,654	215	2,930,573	50,939
Tobacco, Cigars	"	..	..	..	..	57	56	15,537	5,149	4,952	3,191	32,272	17,028
Logwood ..	tons	4,962	12,132	..	..	..	..	..	..	..	..	5,758	14,239
Logwood Extracts	cwt.	..	..	..	..	..	..	..	..	755	2,705	15,690	50,677

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IMPORTS.

	1934. Value.	1935. Value.	1936. Value.	1937. Value.	1938. Value.
	£	£	£	£	£
Coins—Gold ..	..	..	..	..	3,540
Silver ..	11,270	670	1,516	3,639	51,314
Nickel ..	550	39	..	..	7,500
Bank Notes ..		Not available.			

EXPORTS.

	1934. Value.	1935. Value.	1936. Value	1937. Value.	1938. Value.
	£	£	£	£	£
Coins—Gold ..	24,416	2,486	4,970	3,096	..
Silver ..	3,311	13,774	7,154	23,858	1,976
Nickel ..	70	100	136	..	400
Bank Notes	Not available.	3,092	2,842	5,920	5,942

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Tourist Trade.

142. For the calendar year 1938, the numbers of tourist arrivals were as follows:—

Year.	Cruise Tourists.	Stay-overs.	Total.
1938 ...	52,782	9,908	62,690

143. It is estimated that for the year, the value of the tourist traffic to the Colony was in excess of £400,000 which, through the usual business channels, was circulated to the benefit of all classes and Government revenues.

144. Jamaica has been steadily increasing in popularity as a winter resort whilst the summer tourist traffic has also increased considerably in recent years. Tourist visitors are mostly drawn from the U.S.A., Great Britain and Canada, in which countries the island is advertised every year through the medium of newspapers and magazines, the distribution of descriptive literature and in a number of other ways. The advertising and publicity activities of the Tourist Trade Development Board, which was formed in the year 1922, have increased in scope—more particularly since legislation in 1935 provided for the collection of Passenger Duty from visitors, which has enabled more money to be expended and the whole cost of the Board's operations to be met out of the collections under such Law.

145. The Board conducts a Tourist Bureau in the capital, Kingston, where visitors are invited to call for free literature, information and advice. The Bureau and office of the Board are housed in a fine building, erected for the purpose in 1936 and situated in Harbour Street —one of the main thoroughfares. The Tourist Board are represented in London by the West India Committee; in Montreal by the Canadian-West Indian League; and in New York they have an office at 230 Park Avenue.

The Government's Road Improvement Programme combined with increased hotel accommodation and amenities for visitors, etc., have all contributed to make increasingly popular the tourist resort of the Island which, in addition to Kingston, include the seaside resorts of Montego Bay, Port Antonio, and smaller coastal towns, as well as the hill resorts such as Mandeville and Moneague and many smaller places situated in the Blue Mountains and other ranges, and the Thermal Mineral Springs at Milk River, in the parish of Clarendon, and at Bath, in the parish of St. Thomas.

146. The encouragement afforded by measures introduced by the Government in the past two or three years—namely, to offer free grants to hotel proprietors who construct new hotels or increase accommodation at existing hotels, and duty free importation of building materials, etc., for such, has resulted in the construction of new hotels and the extension of others.

147. Whilst Jamaica is served by a number of lines which carry passengers and cargo, on regular schedules and by large passenger liners which make short calls in the course of cruises (particularly in the winter season) to the West Indies, there is a distinct need for faster services with greater passenger capacity between northern countries and Jamaica. During the winter season, January-April, 1938, an additional passenger ship service was secured as a result of an Agreement entered into between the Government and the Clarke Steamship Co., Ltd., to

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provide for a weekly service between Miami and Jamaica. Provision for an additional air service between the Colony and the U.S.A. was also secured under an Agreement entered into by the Government with the Pan American Airways.

CHAPTER VIII.

LABOUR.

148. In Jamaica, Labour is principally engaged in Agriculture, and in manufacturing and preparing for market, the products of Agriculture. There are only a few small factories manufacturing articles for local consumption, such as Ice, Mineral Water, Beer, Cigars, Cigarettes, Matches, Biscuits, Soap, Edible Oil from Coconuts, etc.

149. For some time there has been unrest among the working classes in Jamaica, due to the problem of unemployment. The population has been steadily increasing, and the outlet, which existed in past years, by emigration to neighbouring countries has ceased. In addition to this, there has been a steady return to the Island of persons who had previously taken up residence abroad. Consequently there is not enough work to go round, and many able-bodied persons are partially or totally unemployed.

150. In March, 1938, the Government appointed a Commission to enquire into and report upon the rates of wages and conditions of employment of field and day labour. Before this Commission could report, serious labour disturbances and strikes occurred. The Commission was, therefore, replaced by a Conciliation Board which did valuable work in settling strikes, etc. The Board also recommended the establishment of a Labour Department.

151. In September, 1938, the Government opened an Unemployment Registration Bureau in the Corporate Area of Kingston and St. Andrew to ascertain the number of unemployed, and subsequently extended its activities to other parishes in the Island. In the meantime remedial measures were undertaken. The road programme of the Public Works Department and the Kingston and St. Andrew Corporation were increased and accelerated. A separate Department was set up to undertake an extensive Land Settlement Scheme to establish small settlers on land; the scheme includes provision for housing and assistance for the provision of tools, seeds, etc. It is proposed in the coming year to establish a Labour Department with a Statistical Bureau.

The International Convention concerning the creation of minimum wage fixing machinery was made applicable to Jamaica by the passing of a Law entitled "The Minimum Wage Law 1938." Under this law the Governor is empowered to fix minimum rates of wages for any occupation in the Island in any case in which he is satisfied that the wages paid are unreasonably low.

The following additional legislation with regard to labour was enacted:—

Law 35 of 1938, a Law to amend the Trade Union Law 1919, (Law 37 of 1919). This law provides, *inter alia*, for the compulsory registration of a Trade Union, peaceful picketing and prevention of intimidation.

Law 36 of 1938, A Law to amend the Shop Assistants Law 1937, (Law 38 of 1937). The Law prohibits the proprietor of a shop from employing a Shop Assistant on Sundays, and imposes certain restrictions as to employment on Public Holidays. It also prohibits a shop from remaining open after 10.00 p.m. on the day immediately preceding

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Christmas Day. Under the Law which it amends, a shop was permitted to remain open until midnight on the day in question.

CHAPTER IX.

Wages and Cost of Living.

152. The following comparative statements are attached, showing the prices of foodstuffs and clothing in 1913-14 as the base (100), with the prices and Index figures for July 1937, and July 1938.

1. Local foodstuffs.
2. Imported foodstuffs
3. Clothing, etc.
4. Miscellaneous articles
5. Summary of Statements 1—4
6. Index Figures for July 1923 to July 1938 inclusive. and graphs Nos. 1 and 2.

Local Foodstuffs.

153. There is an increase of 6·2 units in the Index Figure for this class of commodity over the figure for July 1937. This is due mainly to a rise in the prices of yams, sweet potatoes and cocoes. The usual heaviest season for these, particularly yams, commences in about July, but poor rainfall this year resulted in late harvesting of these crops. This forced up the prices in 1938 over those for the corresponding period in 1937, when these foodstuffs came in earlier and fetched lower prices. Slight decreases are noticeable in the prices of peas and beans, Irish potatoes and coffee beans.

Imported Foodstuffs.

154. This statement shows a fall of 3·6 units as compared with the previous year. Reduced prices in 1938 for all the fishstuffs, viz.: codfish, mackerel, salmon (pickled and canned) and alewives contributed largely to this. It has been learnt from many good sources that the chief reason for the drop in the price of fish is that the imports by Spain, where a large quantity of Newfoundland and Canadian codfish usually found a good market, has considerably dwindled. This has had the effect of turning most of her codfish trade into other markets. Another reason is that unprecedented large catches of mackerel, salmon and alewives have kept their prices down. Thus the price of fish generally has been lowered. Prices were also less in 1938 for Irish potatoes and condensed milk. There was, however, an advance in the price of butter (most of which is imported from New Zealand) over July 1937, which has now put it on a level with the price of our native product.

Clothing, etc.

155. There is a decrease of 7.9 units in the Index Figure under this heading, as compared with the figure for July 1937. It will easily be seen that most of the items made of cotton contribute largely to this fall. It is gathered from reliable quarters that there has been in July 1938 a distinct drop in prices for most lines of cotton goods, as compared with prices which obtained in July 1937. Indicated by percentages, prices of cotton from the United Kingdom show a drop of approximately 12½% and from U.S.A. from 15% to 20%. This is due, to a great extent, to general trade depression in America and the entering into the cotton market of a new competitor in Brazil.

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MISCELLANEOUS ARTICLES.

156. The fall of 1.6 in this statement, is caused chiefly by a lower price in 1938 for boot polish.

SUMMARY OF STATEMENTS 1—4.

157. This statement is a summary of the Index Figures for the foregoing ones, condensed to one average Index Figure for July 1938, thereby comprising all the commodities in common use. Compared with the previous year, a decrease of 2.8 is recorded, that is, 134.6 in July 1938 and 137.4 in July 1937.

158. The Index Figures for each of the years July 1923 to July 1928 are listed in this statement, and illustrated by Graph No. 1. Prices (as indicated by Index Figures) steadily fell from 1928 to 1936, then made a marked upward turn in 1937, but again fell slightly in 1938.

159. Graph No. 2 illustrates in more detail the fluctuation of the Index Figures under each class of goods from 1931 to 1938. It is interesting to note that while prices generally in July 1938 for imported clothing and foodstuffs have kept below those for the previous year, prices for local foodstuffs increased.

TABLE 1.—Comparative Statement of the Prices of Foodstuffs (Local Products) in 1913-14 with Prices and Index Figures for July 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price.	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Peas & Beans..	4½d. per qt.	7½d.	167	6d.	133
Crackers ..	¾d. per doz.	¾d.	100	¾d.	100
Bread ..	1-3/5d. per 8 ozs.	2d.	125	2d.	125
Milk ..	6d. per qt.	7d.	117	7d.	117
Yams ..	1d. per lb.	1½d.	150	2d.	200
Butter ..	2/- per lb.	1/6	75	1/6	75
Sugar, B.A. ..	2d. per lb.	3d.	150	3d.	150
Pork ..	6d. per lb.	7½d.	125	7½d.	125
Beef ..	6d. per lb.	5½d.	92	6d.	100
Goat's flesh ..	4½d. per lb.	8½d.	189	9d.	200
Mutton ..	9d. per lb.	1/-	133	1/-	133
Fresh fish ..	6d. per lb.	7½d.	125	9d.	150
Coconuts ..	1½d. each	1¼d.	83	1d.	67
Potatoes, Irish	1d. per lb.	3d.	300	2½d.	250
Plantains ..	3d. for 4	1¼d. (each)	167	1½d. (each)	200
Potatoes, Sweet	½ d. per lb.	1d.	200	1½d.	300
Cocoes ..	¾d. per lb.	1d.	133	1¼d.	167
Eggs ..	1/6 per doz.	1/4	89	1/4	89
Coffee, Beans..	6d. per qt.	8¼d.	137	6d.	100
Coffee, ground	1/3 per lb.	1/-	80	1/-	80
	Total ..		2,737		2,861

Index Figure for this class of article 136.8 143

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TABLE 2.—Comparative Statement of the Prices of Foodstuffs (Imported Articles) in 1913-14 with Prices and Index Figures for July, 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price.	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Flour ..	3d. per lb.	3d.	100	3d.	100
Rice ..	2½d. per lb.	2d.	80	2d.	80
Meal ..	1¼d. per lb.	1½d.	120	1½d.	120
Beef, wet salted	9d. per lb.	7d.	78	7d.	78
Pork, wet salted	7½d. per lb.	10d.	133	10d.	133
Cod Fish ..	5d. per lb.	5¼d.	105	5d.	100
Potatoes, Irish ..	1½d per lb.	3d.	200	2½d.	167
Milk, condensed	6d. per tin	5½d.	92	5d.	83
Tea ..	2/6 per lb.	4/-	160	4/-	160
Lard ..	7½d. per lb.	8d.	107	8d.	107
Margarine ..	1/- per lb.	10d.	83	10d.	83
Onions ..	4d. per lb.	3d.	75	3d.	75
Butter ..	1/9 per lb.	1/4	76	1/6	86
Quaker Oats ..	5½d per pk.	7d.	117	9d.	164
Herring ..	2d. per lb.	3d.	150	3d.	150
Shad ..	2d. per lb.	3½d.	175	3d.	150
Mackerel ..	6d. per lb.	4d.	67	3½d.	58
Salmon (pickled)	7½d. per lb.	10d.	133	9d.	120
Salmon (canned)	9d. per tin	1/-	133	9d.	100
Salt (fine) ..	¾d. per lb.	1d.	133	1d.	133
Cottonseed oil*	1/3 per qt.	1/4	107	1/3	100
	Total	..	2,424	..	2,347
Index Figure for this class of article			115.4		111.8

* Prices for 1937 and 1938 are for refined coconut oil.

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TABLE 3.—Comparative Statement of the Prices of Clothing, etc., in 1913-14 with Prices and Index Figures for July 1937 and 1938. (1913-14 taken as 100).

Article.	1913-14 Price	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Khaki Drill ..	6d. per yd.	10½d.	175	1/-	200
Shirts ..	2/6 each	3/6	140	3/6	140
Shirts (common)	1/6 each	2/3	150	2/-	133
Tweeds & Serges	12/- per yd.	17/6	146	15/-	125
Collars ..	9d. each	1/-	133	1/-	133
White Drill ..	6d. per yd.	10½d.	175	1/-	200
Hosiery ..	6d. per pr.	10½d.	175	9d.	150
Undervests ..	1/- each	1/3	125	1/-	100
Aertex shirts ..	4/6 ea.	8/9	194	8/9	194
Boots (average)	16/- per pr.	21/-	131	20/-	125
Calico (brown) ..	3d. per yd.	4½d.	150	4½d.	150
Calico (white) ..	4½d. per yd.	7d.	155	6d.	133
Calico (white) ..	6d. per yd.	9d.	150	7½d.	125
Sheeting (cotton)	2/6 per yd.	3/-	120	2/6	100
Drills, Linen ..	2/6 per yd.	5/-	200	4/-	160
Drills, Union ..	3/- per yd.	4/9	158	3/-	100
Handerchiefs (linen)	1/- each	1/6	150	1/6	150
Handkerchiefs (cotton)	3d. each	6d.	200	6d.	200
Cotton (reels of of 400 yds.) ..	3½d. each	6d.	171	6d.	171
Flannelette ..	6d. per yd.	9d.	150	9d.	150
Flannel (Welsh)	9d. per yd.	1/4	178	1/4½	183
Assam suiting ..	1/6 per yd.	2/6	167	2/6	167
Hats (Felt) ..	10/6 each	16/-	153	16/-	153
Tailors' charges for making:					
Jackets ..	16/- each	30/-	188	30/-	188
Pants ..	8/- each	15/-	187	15/-	187
Suits (2-piece) ..	24/-	45/-	188	45/-	188
	Total	..	4,209	..	4,005
Index Figure for this class of article			161.9		154

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TABLE 4.—Comparative Statement of the Prices of Miscellaneous Articles in 1913-14 with Prices and Index Figures for July 1937 and 1938. (Index Figure 1913-14 taken as 100).

Article.	1913-14 Price	July, 1937.		July, 1938.	
		Price.	Index Figure.	Price.	Index Figure.
Kerosene Oil ..	4d. per qt.	3d.	75	3½d.	88
Soap (Laundry)	9d. per bar	9d.	100	10d.	111
Starch (Laundry)	6d. per qt.	5d.	83	5d.	83
Matches ..	¼d. per box	½d.	200	½d.	200
Boot polish ..	1½d. per tin	2½d.	167	2d.	133
Charcoal ..	1/3 per bag	1/6	120	1/6	120
	Total		745		735
Index Figure for this class of article			124.1		122.5

TABLE 5.—Summary.

(Index Figure 1913-14 = 100).

Class of Article.		July, 1937.		July 1938.	
	Index figure for class.	Mean Index Figure.	Index figure for class.	Mean Index Figure.	
Foodstuffs:					
Local products ..	136.8	..	143.0		
Imported articles ..	115.4	126.1	111.8	127.4	
Clothing, etc. ..	..	161.9	..	154.0	
Miscellaneous articles ..	..	124.1	..	122.5	
Total ..	..	412.1	..	403.9	
Average ..	..	137.4	..	134.6	

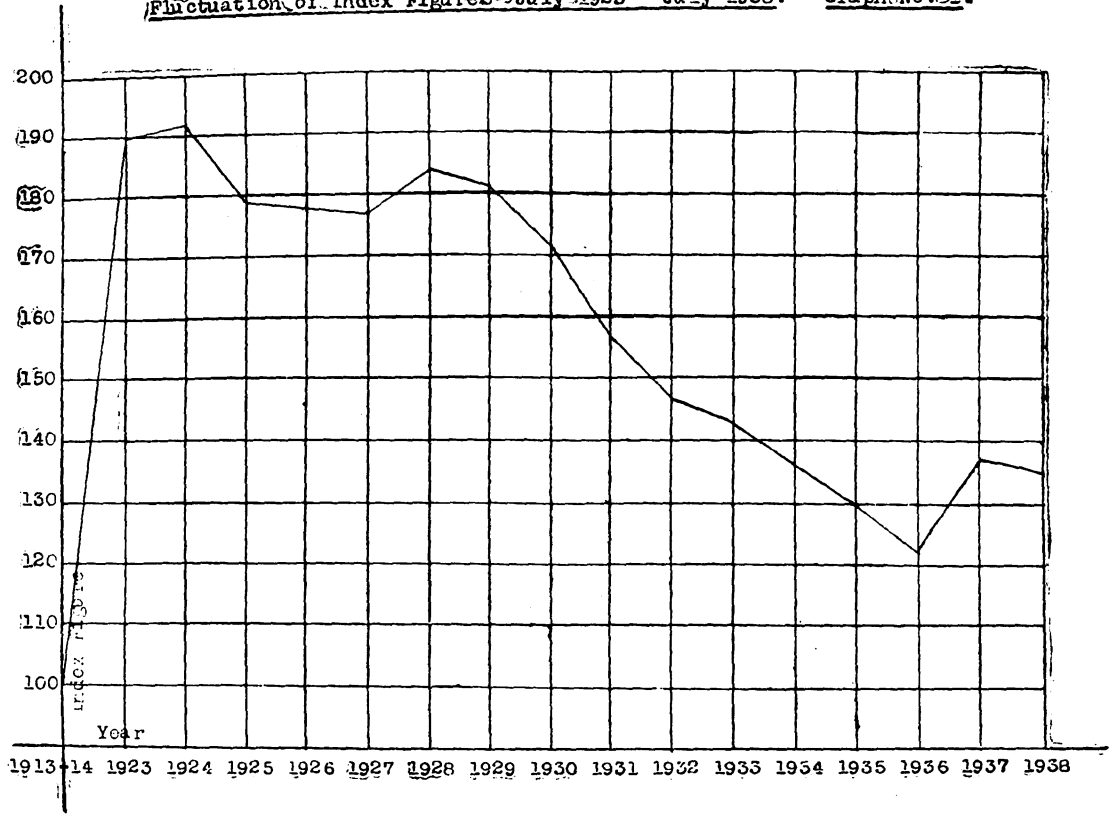
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TABLE 6.—Statement showing the Fluctuations of the Index Figure July 1923–July 1938. (Note 1913-14 =100).

Year.		Index figure.
July, 1923	..	190
1924	..	192
1925	..	179
1926	..	177.5
1927	..	177
1928	..	184
1929	..	181
1930	..	172.5
1931	..	157
1932	..	147
1933	..	143
1934	..	136
1935	..	130
1936	..	121.8
1937	..	137.4
1938	..	134.6

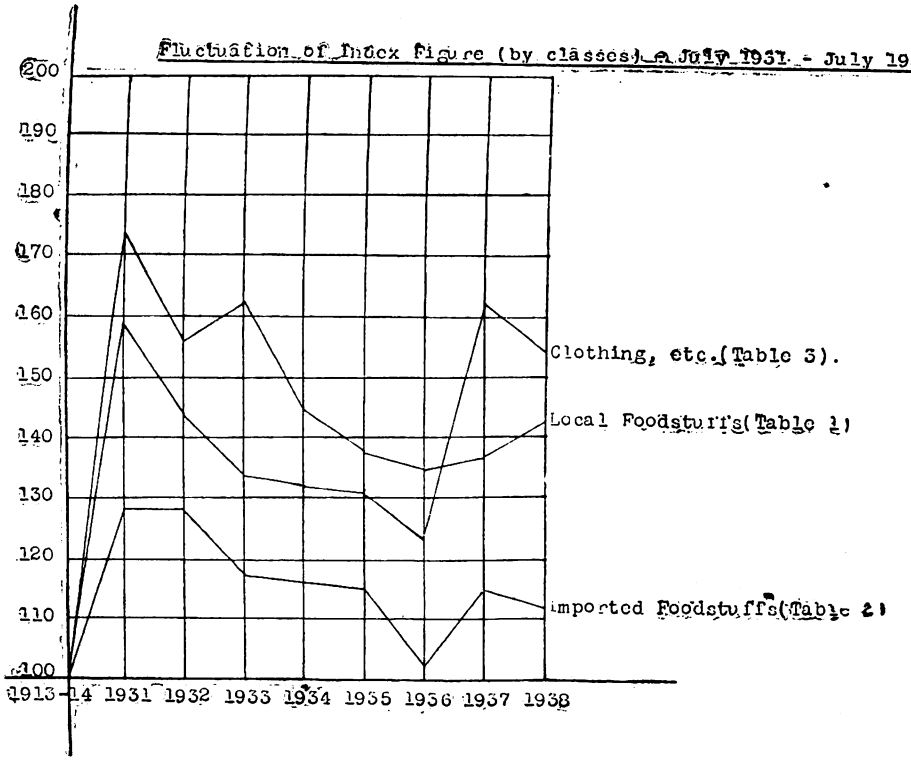
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Fluctuation of Index Figure - July 1923 - July 1938. Graph No. B.



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Fluctuation of Index figure (by classes) - July 1937 - July 1938. Graph No. 2.



Note. No figures available for previous years.

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160. Average rates of wages paid to:—

Labourers:

In Government employ:

(a) Skilled ... 7/- per day.
(b) Unskilled ... 3/3 per day.

In private employ:

(a) Male skilled ... 6/- per day.
(b) Male unskilled ... 2/6 per day.
(c) Female unskilled ... 1/3 per day.

Factory workers:

(a) Male skilled ... 48/-
(b) Male unskilled ... 24/-
(c) Female unskilled ... 13/6

} per week of 6 days, 8½ hours per day inclusive of 1 hour for lunch.

Shop assistants:

(a) Men ..... 20/- to 60/-
(b) Women ..... 6/- to 45/-

} per week of 5½ days, 9 hours per day.

Notion Store girls: 10/- to 20/- per week.
Girl office clerks: 15/- to 45/- ,, ,,
Pressmen: 45/- ,, ,,
Male compositors: 35/- ,, ,,
Female compositors: 18/- ,, ,,

161. The present rates of pay to Railway employees are set out in the attached list supplied by the Director of the Jamaica Government Railway.

I attach also a list of the staple foodstuffs of the labouring classes in Jamaica.

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LIST OF THE STAPLE FOODSTUFFS OF THE LABOURING CLASSES IN JAMAICA IN 1938.

Bread	2d. per 8 ounces.
Crackers	¾d. per dozen.
Peas and Beans	6d. per qt.
Yams	2d. per lb.
Coconuts	1d. each.
Sweet potatoes	1½d. per lb.
Cocoes	1¼d. per lb.
Plantains	1½d. each.
Sugar, Brown Albion	3d. per lb.
Flour	3d. per lb.
Rice	2d. per lb.
Meal	1½d. per lb.
Codfish	5d. per lb.
Herrings, pickled	3d. per lb.
Alewives, pickled (Shad)	3d. per lb.
Mackerels, pickled	3½d. per lb.
Salmon, pickled	9d. per lb.
Onions	3d. per lb.
Beef, wet salted	7d. per lb.
Pork, wet salted	10d. per lb.
Coconut oil	1/3d. per qt.
Milk, condensed	5d. per tin (approx. 1 lb.)
Beef, fresh	6d. per lb.
Salt, fine	1d. per lb.

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JAMAICA GOVERNMENT RAILWAY
RATES OF PAY
AS LAID DOWN BY THE RAILWAY REGRADING COMMITTEE OF 1935 AND LATER GRADINGS.

	Rate per week. FROM	TO
Clerks—1st grade	85/-	120/-
,, 2nd ,, ...	60/-	80/-
,, 3rd ,, ...	35/-	60/-
,, 4th ,, ...	25/-	35/-
Typists	35/-	50/-
Messengers	14/-	24/-
Draughtsmen—1st grade	110/-	150/-
,, 2nd ,, ...	70/-	110/-
Junior Draughtsmen	20/-	50/-
Permanent Way Superintendents—		
,, ,, ,, 1st grade	110/-	140/-
,, ,, ,, 2nd grade	70/-	110/
Learner (ditto)	20/-	50/-
Motor trolley drivers—Grade 1	45/-	60/-
Motor trolley drivers—Grade II	30/-	40/-
Track foremen—Grade 1	50/-	65/-
,, ,, ,, II	30/-	50/-
Learners—track foremen	20/-	30/-
Gangers Kingston	33/-	36/-
Gangers outstations	27/-	33/-
Secondmen Kingston	27/-	30/-
Secondmen outstations	24/-	27/-
Trackmen Kingston	23/-	26/-
Trackmen Outstations	18/-	23/-
Wharf foremen	60/-	80/-
Foreman Water Fitter	80/-	90/-
Asst. Telegraph and Telephone Inspector ...	70/-	110/-
Telegraph and Telephone Instrument Repairer ...	30/-	50/-
Foreman Linesman	30/-	40/-
Air Brake Instructor	105/-	130/-
Draughtsman—Senior (Locomotive Branch) ...	80/-	120/-
Works Checker	30/-	45/-
Foremen—Grade I	110/-	120/-
,, ,, II	95/-	110/-
,, ,, III	80/-	90/-
Shedmen—Day	24/-	27/-
Shedmen—Night	30/-	33/-
Drivers—1st grade	—	120/-
,, 2nd ,, ...	—	100/-
,, 3rd ,, ...	—	80/-
Firemen—1st grade	—	65/-
,, 2nd ,, ...	—	50/-
,, 3rd ,, ...	—	40/-
Chargemen	50/-	80/-
,, Labour Gang	—	38/-

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		Rate per week. FROM	TO
Artizans:			
Machinists, Fitters, Boilermakers, Moulders, Examiners Air Brake and C. & W.	Grade 1	55/-	70/-
Blacksmiths, Coppersmiths	,, 2	44/-	54/-
	,, 3	32/-	42/-
Welders, Air Brake Fitters, Electricians	Grade 1	60/-	75/-
	,, 2	48/-	58/-
	,, 3	36/-	46/-
Carpenters, Coal Crane Drivers, Foundry Furnacemen, Truck Fitters, Pattern-maker, Millwright, Motor trolley mechanic	Grade 1	55/-	65/-
	,, 2	46/-	52/-
	,, 3	36/-	44/-
Upholsterers, Painters, Toolroom Keeper, Saw-mill machinist		36/-	52/-
Greasers		32/-	40/-
First-aid Attendant		42/-	50/-
Apprentices		8/-	24/-
Labourers—semi-skilled (Kingston) Including Winchmen, Storemen, Pumpmen, Linesmen, Watchmen, etc.)		23/-	26/-
Labourers—unskilled (Including Trolleymen (Kingston) Pilotmen—Outstations, Porters (Kingston) etc.		18/-	23/-
Station Inspector		110/-	140/-
Travelling Ticket Examiner		50/-	80/-
Asst. Chief Trains Controller		125/-	150/-
Trains Controllers		85/-	125/-
Gatemen—(Kingston) Grade 1		23/-	26/-
,, ,, ,, II		18/-	23/-
Checkers		21/-	30/-
Coach Cleaners		12/-	15/-
Office Cleaners		8/-	12/-
Station Masters—1st Grade		90/-	110/-
,, ,, 2nd ,,		65/-	85/-
,, ,, 3rd ,,		50/-	60/-
Clerks-in-charge		35/-	40/-
Relief Station Masters—2nd Grade		65/-	85/-
Learner clerks		10/-	25/-
Station clerks		35/-	50/-
Porters (Kingston)		18/-	23/-
Porters (Outstations)		18/-	21/-
Shunters—Grade I		35/-	50/-

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	Rate per week	
	FROM	TO
Shunters—Grade II	25/-	35/-
Pilotmen (Kingston)	25/-	35/-
Guards—1st grade	60/-	70/-
,, 2nd ,, ...	40/-	60/-
Brakesmen—1st grade	30/-	35/-
,, 2nd ,, ...	21/-	30/-
Baggagemen—1st grade	30/-	45/-
,, 2nd ,, ...	21/-	30/-
Track Gatemen (1/- extra for Sunday work) ...	—	15/-
Track Gatewomen (ditto) ...	—	11/-

Overtime is allowed to the daily paid staff at the rate of time and a quarter for ordinary overtime and Public Holidays, and time and a half for Sunday work.

Drivers and Firemen are given overtime on a specially settled basis.

Station Masters, Trains Controllers, Parcels Office Clerks, Kingston, and Booking Clerks, Kingston, are paid an extra day's pay for working on Sundays and Public Holidays.

Clerical workers do not get overtime pay.

162. The prices shown are averages of prices collected from markets, groceries, families and leading retail dry-goods stores in Kingston. Samples of several articles were actually purchased so as to be better able to arrive at accurate prevailing market prices. Where samples were not procured, enquiries of the prices of such items were made from several retail sellers of the articles so that average prices could be ascertained as near to the correct figure as possible.

163. From information supplied by Collectors of Taxes and Inspectors of Police, the average monthly rental of tenement rooms in towns during July 1938, is from 8/- to 18/- in Kingston and St. Andrew, and in other parishes from 5/- to 10/- or a general average of 10/- per month. Small cottages are let at an average of £3, and larger houses from £6 to £10 per month. There are no appreciable differences between these figures and those for 1937.

164. Servants' wages increased in 1938, ranging from 4/- to 12/- per week. A general rise in wages of the labouring classes is accountable for this.

CHAPTER X.

Education and Welfare Institutions.

165. The total Departmental Expenditure on Education for the year 1937-38 was £245,170, an increase of £7,930 on the expenditure for 1936-37.

166. There are four classes of recognized Public Elementary Schools, (a) Voluntary Denominational Schools, (b) Voluntary Undenominational Schools whose only difference from Denominational Schools is that the Manager is not necessarily the owner's representative but is appointed to represent the interests of two or more amalgamated schools, (c) Trust Schools owned by the Ludford Trust and treated for most purposes as Government Schools, and (d) Schools administered by a School Board and known as Government Schools. In practice (a) and (b) are styled Voluntary Schools and (c) and (d) Government

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Schools. On 1st April, 1938, there were 159 schools administered by School Boards, 90 of which are owned by the Government while 69 receive a nominal rent. Compulsory attendance is limited to 14 compulsory areas.

167. The total enrolment for the whole Island is 158,418 with an average attendance of 56%, and the total cost of elementary education exclusive of establishment charges for 1937-38 amounted to £208,193.

168. There are in all 664 grant-aided elementary schools. There is also a large number of elementary private schools for which statistics are not available. Six Government Schools were opened during the year. Building grants to the value of £4,000 were made in 1938 for the repair of Denominational Schools and Teachers' Quarters. Many buildings remain, however, in a bad state of repair.

169. The Primary Schools employ about 2,180 teachers, excluding pupil teachers; 58% of these are trained. There are four training colleges, one for men and three for women.

170. The further education of Elementary School children is assisted from general revenue by nine scholarships varying in value from £15 to £40 per annum tenable at Secondary Schools for two to five years and nine special scholarships of £50 per annum tenable for four years in the first instance, awarded annually to children resident in parishes unprovided with Secondary Schools. In addition, every grant-aided Secondary School is required to maintain free places (free tuition only) for at least 20% of its numbers. The distribution and organization of Scholarships for secondary education in all its aspects has been the subject of a detailed report by a special Committee whose recommendations are now under consideration by Government. The award of Vocational Scholarships to mark the centenary of Emancipation is also under consideration.

171. Public assistance for University and Collegiate Education is confined to expenditure for Scholarships. Provision is made annually from Government funds for two Scholarships (one for girls) tenable at British Universities, one Scholarship tenable at the Imperial College of Tropical Agriculture, Trinidad, and one of less value tenable in Jamaica. One Rhodes Scholarship is allocated each year to Jamaica, and in 1938 the Issa Scholarship, tenable at British Universities or Technical Institutions, was inaugurated. At the end of the year a proposal was under consideration by Government to award a University Scholarship annually to ex-elementary school pupils alone in commemoration of the Centenary of Emancipation.

172. The grant-aided and recognized Secondary Schools, twenty-six in number, are under the care of the Jamaica Schools Commission, grants being recommended in accordance with the Annual Reports submitted by the Supervising Inspector of Secondary Schools. The accepted external school examinations are those held by the Cambridge Local Examinations Syndicate, but most girls' schools also prepare for the London University Matriculation Examination, on the results of which the Jamaica Girls' Scholarship is awarded.

173. The Cambridge Local Examination results which were announced during the year, that is, for the December 1937 and the July 1938 examinations, showed that 664 candidates entered for the Junior Certificate of whom 366 or 55% passed, 397 for the School Certificate of whom 224 or 56% passed, and 31 for the Higher School Certificate of whom 19 or 61% passed.

174. The usual Examinations of the University of London were held during 1938. Forty-five candidates sat for the Matriculation

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Examination and 28 passed. For the Intermediate Arts there were 9 candidates, 3 of whom passed. Two candidates sat for the Intermediate Laws and both failed; the one candidate for Intermediate Science also failed. In the final Examinations, one candidate successfully sat for the B.A. General and one for the B.A. Honours, the latter being placed in the First Class.

175. Manual Training for Elementary School Boys is provided in Kingston at the Technical School and one other Centre. Similar training is provided elsewhere at Manual Training Centres attached to ten Government Schools.

176. Instruction in Needlecraft is given to all girls. Sewing has recently been reorganized and now occupies an important place in the curriculum. Agricultural Training is given in all schools though the extent of the instruction is in many cases limited by the small amount of land available. Various minor handicrafts, such as hat and rug making and simple carpentry are encouraged. In a few schools Agricultural Home Projects are carried out. This policy is being rapidly developed in conjunction with the Agricultural Society.

177. Further Vocational training is given at Practical Training Centres. The first of these was established in 1936 at Holmwood, Christiana, where a training in Agriculture and Craftsmanship is given to 52 boys. A similar school was opened at Dinthill, Linstead, in April, 1938. The first Practical Training Centre for Girls was opened in 1937; it gives a training in domestic subjects. There are also several private institutions which offer facilities in various branches of vocational training, and many unaided Commercial Schools which give day and evening instruction in literary and commercial subjects. A new system of Scholarships was inaugurated in 1938, providing for education at Practical Training Centres. Further Scholarships enable boys to proceed to the Farm or Technical School or to receive further instruction in trades.

178. The Kingston Technical School, with an enrolment of 305 full-time day students provide training for girls and boys in continuation, commercial, domestic and technical subjects. Students are tested by external examining bodies such as the Royal Society of Arts and the City and Guilds of London Institute. Special courses for elementary school teachers and part-time instruction for the children were also provided. The continued large enrolment (397) in the evening classes is evidence of public recognition of their value. New accommodation for classes in Domestic Science and general subjects has recently been provided at the cost of £3,500.

179. There are nine certified industrial Schools and Orphanges and four uncertified Orphanages. The Government Industrial School for Boys, at Stony Hill, is maintained wholly from Government Funds and is under the supervision of the Director of Prisons. The remaining schools and orphanages are financed partly by the Parochial Boards, partly by the Government and partly by private funds. Admission to an Industrial School is in most cases by Magistrate's order. The Lyndale, Swift and Wortley Homes are primarily for East Indian children. Children may now be detained until 18 years of age in cases where such extension is shown to be desirable in the interest of the child or the community. The Industrial Schools are as a rule well-conducted institutions, but in some instances they lack funds to employ a sufficiently trained staff whether for the class room or for trade instruction.

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180. The Government Industrial School has a Board of Visitors appointed by the Governor. The Board meets once in every two months and arranges visits of inspection. The number on Roll on 31st December, 1938 was 330. The School is situated at an elevation of 1,360 feet above sea level and only 9 miles from Kingston. The buildings though old are spacious, well ventilated and cool. There was a section for girls up till 1936, when it was closed and the buildings used for the younger boys.

181. The year under review was marked by a rapid development in the use of educational films, not as lesson aids during school hours, but as a means of widening the outlook of rural school children and adults. Accordingly, the majority of the films used were of the "background" and documentary type.

182. The movement had begun some two years before with the showing of a few educational films at local theatres by Jamaica Theatres Ltd. The Department co-operated in the experiment but it was not repeated. In 1937 the exhibition of silent educational films at rural schools in parishes near to Kingston was proposed by Mr. J. H. Briggs who carried out a programme of visits with the assistance of the Department. This programme was, however, limited in scope by the high cost of films and transport which was barely covered by the low admission charges; indeed, the undertaking has continued only through a grant made from Carnegie Funds.

183. In April, 1938, Jamaica Welfare Ltd., an institution with more adequate financial resources, entered the field in two parishes with an experimental travelling unit. Full use was made of the Department's organization and experience in the selection of films and in the making of various arrangements. The venture has proved successful so far as can be judged at this early date. Plans have been made to extend the project to another parish early in 1939.

184. There is no provision (outside the Public Hospitals) for maintenance in the event of sickness or accident, no help for the aged outside the Poor Relief Law and no insurance against unemployment. Grants were made in 1937-38 of £1,200 to the Child Welfare Association, £75 to the Boy Scouts' Association and £250 to the Salvation Army School for the Blind. With the exception of the last-named Institution there is no provision in the Colony for the education of defective children. A grant of £100 was made to assist in the establishment of a special class for the deaf and dumb.

185. The Bureau of Health Education was established in 1926 to meet the demands of teachers, sanitary inspectors and citizens for authoritative information regarding personal hygiene and the spread and prevention of disease. The main educational work of the Bureau consists in publishing "Jamaica Public Health." This bulletin is used in nearly every school of the Island as a text in hygiene.

Suitable literature is provided on the problems which are being dealt with by the Health Departments of the Island. Assistance is given health workers through the provision of moving picture projectors and films, magic lantern and slides, and material for microscopical demonstrations. Also special leaflets and posters and placards designed for use in schools, at markets and other public places are distributed with the object of spreading information about the more common diseases.

187. Dental Clinics controlled by Parochial Boards are in operation in eleven parishes. In Portland, St. Ann, Trelawny, St. James, Hanover, Clarendon and St. Catherine, a proportion of the cost is borne by the Central Government. A School Medical Officer for Schools

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employed by the Kingston and St. Andrew Corporation carried out systematic medical examinations of school children during the year in the parishes of Kingston and St. Andrew. Special attention has again been given to the problem of malnutrition among school children. A private organization continues to provide 500 cooked lunches daily to school children in Kingston at a very low cost. In rural areas schools have been assisted to grow vegetables on a large scale and to use them as a part of a school canteen scheme.

188. The activities of the Institute of Jamaica, founded for the encouragement of Literature, Science and Art, are in the main limited to the Libraries—the General Library containing some 30,000 books, and the West India Reference Library containing some 13,000 works.

189. There are 1,511 Subscribing Members, 986 Affiliated Members, 52 Affiliated Societies, 24 Teachers' Libraries and 142 Juvenile Members, who make use of the General Library. Very many students, as well as tourists and visitors to the Island, consult works in both libraries.

190. In addition to the continual use of the West India Reference Library by Students, both in Jamaica and from abroad, the importance of the research carried on in this department for students and correspondents from abroad must be emphasized. This work is increasing continually, and the value of this possibly less obvious part of the Institute's activities should be adequately appreciated.

191. Practically all of the generous grant made by the Carnegie Corporation of New York to the Institute has now been expended, and a large number of new books will be available for distribution early in 1939.

192. A number of Art Exhibitions were held during the year, and a series of fortnightly lectures was also held.

193. The Musgrave Medal was awarded to Mr. Richardson Wright in recognition of his literary work, particularly in connection with his book "Revels in Jamaica."

194. The number of parties, both of School Children and Adults, who visited the Institute throughout the year is most gratifying. It is hoped that, when the new Museum has been completed, the practical and educational advantages of such visits will be greatly increased.

195. The Associated Board of the Royal Schools of Music, London, held its 31st Annual Examination of candidates in pianoforte, violin, viola and singing.

196. Under the Jamaica Boy Scouts' Association, the latest figures available show 149 Groups actually at work. These groups comprise 134 Scout Troops, 39 Wolf Cub Packs and 40 Rover Crews, numbering 307 Scouters, 1,822 Scouts, 71 Sea Scouts, 307 Cubs, 270 Rover Scouts, 109 Rover Sea Scouts—a total of 2,886. This shows a decrease of 773 in comparison with the total for 1936.

197. His Excellency Sir Arthur Richards is Chief Scout of Jamaica.

198. Under the Girl Guides Local Association there are now 157 Companies at work, including 310 Rangers, 2,182 Guides and 382 Brownies—a total of 2,874.

199. The President is Lady Richards, and the Island Commissioner, Mrs. D. O. Kelly-Lawson.

Cricket is played during the season throughout the Island, at all Secondary Schools and at the majority of Elementary Schools. The Jamaica Cricket Association was formed in 1925, and all the principal clubs in the Island are affiliated to it. It is governed by a Board of Control. Senior and Junior Competitions are held throughout the

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Colony, and these conjoined with the visits paid by first class teams from the Mother Country and by West Indian teams to England and Australia have resulted in great strides being made in the game, both as regards keenness and proficiency.

200. Association football is also keenly followed from October to February inclusive. The Competitions under the Jamaica Football Association number eight, including two for Secondary School boys, and the game has now achieved great popularity throughout the Island.

201. Lawn Tennis is played all the year round and is fostered by various Competitions under the Jamaica Lawn Tennis Association which is affiliated to the Lawn Tennis Association of England. As in the case of cricket, the visits of well-known stars have done much to raise the standard of the game throughout the Island.

202. School Sports are held in connection with all Secondary and many Elementary Schools, and Inter-Scholastic Track and Boxing Competitions are arranged for annually.

CHAPTER XI.

Communications and Transport.

203. The following statement shows the volume of shipping during the past five years:—

1933	entered	1,304	vessels of	3,698,330	net tons
1934	"	1,326	"	3,844,127	"
1935	"	1,457	"	4,268,701	"
1936	"	1,464	"	4,520,788	"
1937	"	1,510	"	4,621,300	"
1933	cleared	1,291	"	3,718,880	"
1934	"	1,291	"	3,812,128	"
1935	"	1,406	"	4,225,513	"
1936	"	1,453	"	4,524,460	"
1937	"	1,513	"	4,652,412	"
1938	"	1,390	"	4,242,295	"

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204. The following are the principal steamship connections between Jamaica and countries abroad:—

Steamship Line.	Ports of call.	Distance Marine Miles.	Time in transit.	Periodicity of service.
1. Aluminum Line	Bridgetown Port of Spain Georgetown	1146* 1309 1694	8 days 9 days 12 days	Fortnightly (Wednesday)
2. Canadian National Steamship	Belize	665	3 days	Fortnightly (Friday)
3. do. ..	Nassau, Hamilton, Montreal	662 1490 2845	2½ days 6 days 12 days	Fortnightly (Wednesday) for Montreal, calling fortnightly at Nassau and Bermuda (summer service)
4. do. ..	Nassau, Hamilton, Halifax	2243	10 days	Fortnightly (Tuesday) for Halifax calling fortnightly at Nassau and Bermuda (winter service)
5. do. ..	Montreal (direct)	2323	12 days	Fortnightly (summer service)
6. do. ..	Halifax (direct)	1795	9 days	Fortnightly winter service)
7. Elders & Fyffes	Bristol	4097	12½ days	Weekly (Tuesday)
8. Grace Line	Cap-Haitien New York	330 1650	18 hrs. 5 days.	Weekly (Wednesday)
9. Standard Fruit & Steamship Co.	London, etc.	4510	12 days	Fortnightly (Tuesday)
10. do. ..	La Ceiba	615	1 day 16 hrs.	Weekly (Thursday)

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Steamship Line.	Ports of call.	Distance Marine Miles.	Time in transit.	Periodicity of service.
11. United Fruit Co.	New York	1,474	3 days 20 hrs.	Weekly (Sunday)
12. do. ..	Belize, and	670	1 day 22 hrs.	Fortnightly (Friday)
	Puerto Barrios	715	2 days 18 hrs.	
13. do. ..	Puerto Colombia,	430	1 day 3 hrs.	Weekly (Sunday)
	Cartagena	510	2 days 11 hrs.	
	Cristobal	791	3 days 18 hrs.	

205. A Comprehensive List of Steamship Lines serving the Colony is as follows:—

British Register.

Jamaica Producer Steamship Co.	Fleet supplemented from time to time by chartered vessels under foreign register.
Canadian National Steamships Royal Mail Line ..	Joint service with Holland America Line.
Pacific Steam Navigation Co. Elders & Fyffes ..	Controlled by United Fruit Company—an American corporation
New Zealand Shipping Co.	
Harrison Line	
James Norse & Co.	
Shaw, Saville & Albion	
Webster Steamship Co.	
Standard Fruit & Shipping Co.	Has also vessels under Hondurian register
Blue Funnel Line	Occasional
Canadian Transport Co.	Lumber
Trinidad Leaseholds	Tanker
Shell Oil Co. ..	Tanker—also charter tankers under foreign register.
Cunard Steamship Co.	Cruise passengers occasionaly.
Blue Star Line ..	Do. do. do.
Anchor Line ..	Do. do. do.
Canadian Pacific R.R.S. Co.	Do. do. do.
Furness Bermuda Line	Do. do. do.
Orient Line ..	Do. do. do.
Commonwealth & Dominion Line	Do. do. do.

In addition to the above, Messrs. Pickford & Black, a British firm, operate a regular service with chartered vessels of foreign registry.

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U. S. A. Register.

United Fruit Co.			
Aluminum Line			
Gulf Pacific Line			
American Pioneer Line			
The United States Line			
Texas Co. *Tanker.*			
Grace Line ..	Cruise passengers occasional.		
Eastern Steamship Line	Do.	do.	do.
Clyde Mallory Line ..	Do.	do.	seldom
Munson Steamship Line	Do.	do.	do.
The Clarke Steamship Co.	Cruise passengers—operation with chartered vessel of British register.		

Swedish Register.

East Asiatic Line

Dutch Register.

Royal Netherland Steamship Co.
Holland American Line — In conjunction with Royal Mail.

German Register.

Horn Steamship Line
Hamburg America Line
North German Lloyd — Cruise passengers occasional.

French Register.

French Line .	Do.	do.	do.

Italian Register.

Italian Line ..	Do.	do.	do.

Polish Register.

Gydia ..	Do.	do.	do,

Norwegian Register.

Norwegian American Line	Do.	do.	do.

ROADS.

206. The Island possesses a good system of Macadam Roads which are divided into two classes:—

(a) Main Roads of a total length of 2,458 miles which are maintained out of General Revenue of the Colony.

(b) Parochial Roads aggregating 4,437 miles of which 2,136 are suitable for light motor traffic and 2,301 miles are unsuitable, being cart or bridle roads. They are maintained by Parochial Boards out of their own funds.

207. During 1938 the main roads were maintained at an approximate cost of £100 per mile. Many of these roads were originally constructed of limestone surfacing without proper foundation and are therefore suitable only for light wheeled traffic. Legislation prohibiting importation and use without special permission of motor vehicles weighing more than 16,000 lbs. laden has been enacted.

208. Generally roads are being gradually improved to cope with the ever increasing demand of Motor Traffic Transport and up to the end of the year under review the mileage of Asphalt treated roads amounted to 284 miles.

209. The Island has been fortunate in the absence of abnormal rainfall or tropical disturbances in adjacent Caribbean areas, which have always been directly responsible for damage to main roads and con-

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tingent works. During August to October, heavy rains occurred over the Island incurring damage estimated at £5,000. Restoration works, however, were carried out expeditiously without causing any disruption in traffic, the expenditure being financed from the Roads Maintenance Funds.

210. Restoration works caused through flood rains of October and November 1937, were continued and completed or nearing completion at the end of the year. The amount re-voted, viz. £43,000, of which £41,500 is being spent in Portland, will be a charge against the Colony's Insurance Fund.

211. Under Public Works Extraordinary a programme of New Works on Roads and Bridges, as well as improvements to existing Main Roads and the reconstruction of several structurally weak Bridges, amounting to approximately £62,000 has been undertaken and up to the year under review many of these works were completed or nearing completion.

212. The major items of works being carried out were as follows:—

St. Andrew.

New Road Guava Ridge towards Content.
Reconstruct road towards Gordon Town.
Reconstruct in Asphalt and improve Olivier, Shortwood and Norbrook Roads with short branch towards Cambridge.
Reconstruct and asphalt a section of Long Mountain Road.

St. Thomas.

Road Albion via Easington to Yallahs—Improvement of.

Portland.

New Road, Bangor Ridge to Berwick Spring—Part Constructed.
Extension of Road Chepstowe towards Thompson Gap to Claverty Cottage—Part Constructed.
Foreshore Road Port Antonio.

Portland and St. Mary.

Completion of Road Whitehall to Enfield.

St. Mary.

Dover Bridge—Reconstruction of.
Two Bridges at Water Valley—Reconstruction of.
Bridge Warwick Castle Fording on Rio Nuevo.

St. Ann

Bridge over the White River, reconstruction of.
Pear Tree Bottom Bridge, reconstruction of.
New Road Bohemia to Cascade.

Trelawny.

Rock Spring Bridge—Reconstruction of.

St. James.

Completion of Road Plumb towards Jericho.
Construct Sea Wall on Coast Road.
Retrieve Bridge—Reconstruction of.

Hanover.

Improvement to road, Flower Hill district.

Westmoreland.

Raise Road at Camel Piece and New Hope.
Bridge on Main Road Little London to Negril.

St. Elizabeth.

Aphalting road through Malvern.

Clarendon.

Asphalting main road through Alley.
Protective Works. Hermitage Bridge.

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St. Catherine.

Bridge over Calabash Fording—Construct.

213. The programme of Road and Bridge construction Works sanctioned by Loan Law 22 of 1935 is being steadily pushed on.

214. Works allotted under the 1st Instalment have been completed.

215. Allotment of £124,000 covering works provided for under the 2nd Instalment of £600,000 commenced in 1937, were completed with the exception of the following works:—

Portland.

Construction of New Road from Fruitful Vale via Chatsworth to Friendship Hall.

St. Mary.

Increase the span of Haughton River Bridge and raise Road.

216. During the year, a further programme of works was approved, amounting to £120,000 which has been included under the 3rd Instalment of £500,000 to be raised.

217. Surveys, plans and Estimates were carried through expeditiously and up to the end of the year satisfactory progress was made on all works started. The Bridges to be constructed are however being held up awaiting arrival of steel structures indented for.

218. Of the £120,000 referred to above, £90,793 has been allotted for the continuation of the Asphalt Surfacing of Main Arterial Roads commenced under the 1st and 2nd Instalments of the Loan.

219. On Route Kingston to Montego Bay the following sections are in hand:—

St. Ann.

St. Ann's Bay Westward.

Trelawny.

Asphalting at Duncans.
Falmouth to Pillars.

St. James.

Pillars to Montego Bay.

St. Ann and St. Catherine.

Bog Walk to Moneague.

220. On Route Kingston to Port Antonio via Annotto Bay the undermentioned sections are in hand:—

St. Andrew and St. Mary.

To complete section Kingston to Castleton.

St. Mary.

Castleton towards Annotto Bay.
Annotto Bay Eastward.

Portland.

Port Antonio Westward.

221. The programme of Works undertaken under this Law apart from the works provided for improvement to existing Main Roads, had been the means of the opening up of fertile Agricultural Areas for development.

222. The mean rainfall for the Island was 60.00 inches or 13.87 inches below the 60-year average. The mean number of rainy days was 115, the average being 122.

CANALS.

223. There are no navigable Canals in the Island.

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MOTOR OMNIBUS TRANSPORT.

224. The Road Traffic Law (Law 41 of 1937) was brought into force on the 1st April, 1938. Under the provisions of the Law the Island has been divided into 5 Licensing Areas, and each Licensing Authority consists of 3 Members. For the purpose of traffic control the Island has been divided into 13 Traffic Areas.

The Traffic Area Authorities control the issue of Certificates of Fitness and Certificates of Competence for vehicles and drivers respectively.

Since the Law came into force there has been a large increase in the number of vehicles carrying passengers for hire or reward, and it is now possible to go by regular transport facilities from Kingston to all the principal and important towns of the Island. There has been no extension of the city services however.

Recently Mr. A. R. Fearnley, Transport Expert, visited the Island and made a survey in connection with the granting of franchise for city services to replace the Tramways when they cease to be operated.

JAMAICA GOVERNMENT RAILWAY.

225. The Jamaica Government Railway (main and branch lines) is 210½ miles in length. It traverses the Island by two main lines:—

(a) Kingston to Montego Bay—112¾ miles.
(b) Spanish Town (11¾ miles from Kingston) to Port Antonio—63¼ miles.

There are branch lines as follows:—

From May Pen junction (32¼ miles from Kingston) to Frankfield—23 miles.

From Bog Walk (20½ miles from Kingston on the Port Antonio Line) to Ewarton—8½ miles.

From Linstead (3½ miles from Bog Walk on the Ewarton Branch Line) to New Works—3 miles. No passenger trains are run over this Branch.

226. The main lines run across high mountains which form the backbone of the Island, to the north coast Port Antonio being the north-east; and Montego Bay north-west of Kingston. The Frankfield and Ewarton lines traverse rich agricultural districts near the centre of the Island. The guage is 4′ 8½″. The maximum gradients are 1 in 30. and the maximum curves 5 chains. The highest point of the Railway is Greenvale on the Montego Bay Line, 1,705 feet above sea level. The highest point on the Port Antonio Line is between Richmond and Troja at 31 miles—905 feet.

227. The Revenue for the year ended 31st December, 1938, was £308,984, and the Expenditure £300,505. There is no Depreciation Fund, but provision is made for a Renewals Fund. The total weight of goods carried during the year under review was 349,796 tons, as compared with 368,838 tons for the year 1937; the number of passengers carried in 1938 was 410,354 as compared with 409,282 in 1937.

228. The Management of the Railway is assisted by an Advisory Board of seven members, consisting of the Director and six others, chiefly local business men, who advise the Government on matters of policy.

229. Since 1925, the work of relaying old 60-lb. rails with 80-lb. rails has been proceeding. 135 miles of 60-lb. rails were in existence. In 1925, 5 miles were relaid, in 1926, 5 miles. In 1927 the sum of

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£200,000 was voted so that the relaying could be carried out more expeditiously, and under Law 20 of 1930, a further sum of £32,500 was voted. From 1927 to the end of 1937, the total mileage which has been changed from 60-lb. to 80-lb. rails is 102 miles. No relaying from 60-lb. to 80-lb. rails has been done during 1938. A programme of relaying with 65-lb. rails was also started in 1938 and 3 miles of old 60-lb. rails were relayed with 65-lb. rails in that year.

230. *Passenger Traffic:* The Passenger Traffic during the period continues to reflect an increase in the number of passengers carried due largely to certain reductions in fares. A decrease in Revenue, however, is still observed.

231. *General Merchandise Traffic*: Under this head there has been increased tonnage and also an appreciable increase in Revenue (despite keen road competition) due to reduced rates. The results are considered encouraging.

232. *Banana Traffic*: There has been a decrease in tonnage of 36,147 tons and Revenue £32,035. This is largely the result of the Leaf Spot Disease, which is likely to seriously affect the Banana output in the future. Taking into consideration however, that 1937 was a record year for Bananas, the period under review compares favourably.

233. *General Remarks*: This year marked the most disastrous train accident in the annals of the Railway. Train No. 3, derailed at Oxford Siding near Balaclava, resulting in the death of 35 people and injuring 117—as far as this Department has been able to ascertain. A commission was appointed by Government to enquire into this accident, and a Report was duly made on the 9th September, 1938.

POSTAL AND TELEGRAPHS.

Postal.

Inland.

234. There are 301 Post Offices in Jamaica—an average of one office to each 38.28 square kilometers—of which 131 are branches of the Government Savings Bank. (Five more offices are to be opened by the end of the financial year).

235. Of these, 238 have one daily exchange of mails with Kingston, 40 have two exchanges; 14 have three, and 4 have four exchanges; while 5 offices exchange 9 mails weekly with the Head Office.

236. The inland mail services are performed by the Jamaica Government Railway, private contractors, Public Works Department, and Jamaica Public Service Company. The daily mileage covered is as follows:—

Services by Jamaica Government Railway.			756¼
Services operated by private contractors.	*By Motor Vans*	1,157	
	By animals	27	
	By boat	12	1,196
Services operated by Public Works Department.	*By foot-couriers*	1,676½	
	By animals	82	1,758½
Services by tram car.			66
			3,776¾

or a yearly mileage (at 313 working days) of 1,182,122¾ miles.

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(STEAMSHIP)

Overseas.

237. Mail communications are maintained by steamers of Elders & Fyffe Ltd. with Great Britain; Standard Fruit & Steamship Co., with Great Britain and Republic of Honduras; Jamaica Banana Asso- with Great Britain and Republic of Honduras; Jamaica Banana Producers Association Steamship Company with Holland (direct letter mail) and Great Britain; United Fruit Company and Grace Line with United States of America, Canada (via New York) and Central America; Canadian National Steamship Ltd. with Canada (parcel-post) and Central America; Pickford and Black with Canada (parcel-post); Aluminum Line with West India Islands; Trinidad Leaseholds Ltd. with Trinidad; Cayman Islands Motor Boat Company with Cayman Islands; and also by sundry cruise ships, chiefly during the winter months.

238. Normally, mails are received from the United States and Canada, and Europe (via New York) on Sundays and Thursdays (or Fridays); and are dispatched on Sundays and Wednesdays for United States, Canada and Europe (via New York); and for Great Britain direct on Tuesdays. Mails for the West India Islands are dispatched and received fortnightly (by Aluminum Line steamers), and occasionally by Trinidad Leaseholds Ltd. steamers. Mails are exchanged with Central America (except Honduras) twice a week, being dispatched on Sundays and Wednesdays and received on the same days. Mail is exchanged weekly with British Honduras and with the Islands of Nassau and Bermuda fortnightly.

Overseas. (*By Air*).

239.—

UNITED STATES—CUBA—JAMAICA—COLUMBIA—PANAMA.

(*Read down*) Tuesday and Thursday	Saturday			(*Read up*) Sunday		Wednesday and Friday
7.15 a.m.	7.15 a.m.	leave	Miami	arrive	5.10 p.m.	5.10 p.m.
9.10 a.m.	9.10 a.m.	arrive	Cienfuegos	leave	3.20 p.m.	3.20 p.m.
9.30 a.m.	9.30 a.m.	leave	Cienfuegos	arrive	3.00 p.m.	3.00 p.m.
12.20 p.m.	12.20 p.m.	arrive	Kingston	leave	12.00 p.m.	12.00 p.m.
12.40 p.m.	12.25 p.m.	leave	Kingston	arrive	noon	noon
4.30 p.m.		arrive	Barranquilla	leave		8.15 a.m.
	4.55 p.m.	arrive	Cristobal	leave	7.30 a.m.	

PUERTO RICO—HAITI—DOMINICANA—JAMAICA.

(*Read down*) Monday			(*Read up*) Tuesday	
8.00 a.m.	leave	San Juan	arrive	2.00 p.m.
9.30 a.m.	arrive	San Pedro	leave	12.20 p.m.
9.50 a.m.	leave	San Pedro	arrive	12.05 p.m.
11.20 a.m.	arrive	Port-au-Prince	leave	10.30 a.m.
11.50 a.m.	leave	Port-au-Prince	arrive	10.10 a.m.
3.10 p.m.	arrive	Kingston	leave	6.15 a.m.

240. *Air Mail for Europe and Africa*:—Letters are forwarded by air to New York City to connect with the trans-Atlantic steamers, affording a 7 to 9-day service to the United Kingdom and the Continent, depending upon the speed of the vessels by which forwarded and the timeliness of the connexion in New York.

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241. *Air Mail for Australia, etc.*—Letters for Australia, New Zealand, Japan, etc., are forwarded by air to U.S. Pacific exchange post office for transmission by steamer to destinations; and for Australia by way also of the "England-India-Australia" Air Mail Service leaving London three times a week.

242. *Air Mail for Hong Kong and China* is forwarded by air to San Francisco, and thence either by steamer to destinations, or by air to Hong Kong and thence to Canton and Shanghai, etc., by air. The latter provides a 9-day service to Hong Kong, 10-day to Canton, and 11-day to Shanghai.

Telegraph and Telephone Service.

243. The Government Postal and Telegraph System was inaugurated in 1879 with a complement of 47 offices; at the close of the calendar year 1938, there were 2581-34½ chains of wire and 1630-18½ chains pole miles of telegraph and telephone lines with 58 Telegraph and 153 Telephone offices. Three new Telephone offices were opened and 3 Telegraph offices converted from Telegraph to Telephone.

244. The charge for inland Telegrams is 9d. for the first twelve words and a half-penny for each additional word. Press Telegrams are granted a special rate of approximately half the above charges.

245. An all night, Holiday and Sunday Telegram Service is provided on payment of graduated fees. An optional service of Telegrams conveying Christmas and New Year greetings was inaugurated in 1934 and is rendered yearly. The charge is sixpence for the first twelve words and a half-penny for each additional word.

246. The Jamaica Government Railway Telegraphic Service in connection with which there are 46 offices assist in placing Telegraphic communication within the reach of all. These offices work in collobora-tion with the Postal Telegraph System and are controlled by the management of the Railway.

Overseas Cables are transferred to and from Messrs. Cable and Wireless being handled over the inland telegraphs.

Broadcasting.

247. No broadcasting station exists on the island. At present approximately 4,000 broadcasting receiving licences are in force and 16 experimental transmitting licences are in existence. Numerous Wireless receiving sets have been established (under Government licence) throughout the Island by persons desirous of receiving programmes broadcast by the Empire, America and other broadcasting stations.

Submarine Cables.

248. Messrs. Cable & Wireless (West Indies) Ltd. operate from Kingston to Turks Island, Bermuda, Barbados and Halifax N.S. At Halifax semi-automatc retransmission is provided to Montreal and London providing a virtually direct circuit from Kingston to both places. Direct circuits are also operated to Santiago, Cuba; Havana, Cuba, and New York City also to San Juan and Ponce, Porto Rico.

249. In April 1938, Cable and Wireless, Limited, introduced an "Empire Flat Rate Scheme" whereby telegrams can be exchanged by the public between any one British Empire Country, Dominion,

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Colony and Protectorate, and any other at the following rates:—

Ordinary Full Rate Telegrams	1/3 per word.
Code Telegrams	10d. per word.
Deferred Telegrams	7½d. per word.
Letter Telegrams	5d. per word.

(Min. Charge as for 25 words).

250. It is a condition of the scheme that Senders must route their telegrams "*Via Imperial*" as the former higher rates still apply to messages forwarded by foreign "*Vias.*"

251. Still lower rates are to be provided when certain conditions as to the Company's Revenue are fulfilled; a percentage of the profits from telegraph traffic over and above a certain "Standard Revenue" will be applied to a reduction of rates.

Wireless.

252. During 1935 a new station was built at Half-Way Tree to accommodate the Radio Telephone receivers and terminal equipments. The receivers for all services are now located at the Half-Way-Tree Station and the transmitters at Stony Hill. An overseas telephone service was opened to the public during 1936, the connection being through Miami, Florida. This service has been extended to Europe, and ships at sea off Jamaica direct, other ships via New York and San Francisco.

Ship Shore Service.

253. Continuous watch is maintained for ships, and traffic is exchanged on medium and short waves on schedule providing a means of communication up to a distance of 2,000 miles or more from Kingston.

CHAPTER XII.

Public Works.

254. In addition to the construction of New Roads and Bridges, an account of which appears under Chapter XI, the principal activities of the year were:—

Public Works Extraordinary.

Air conditioning of Appeal Court Room and Chambers of Judges of Appeal.

Alterations to R.M. Court, Sutton Street and provision for additional Court Room for Supreme Court, Government Buildings.

Naval Intelligence Office for Staff.

New Post Office, Retreat.

Post Office Black River including purchase and repairs of premises.

General Penitentiary—Special Repairs.

General Penitentiary—Overhauling machinery, repairs to roof of machine shop and re-roofing drying shed of Brick Works.

Quarters for Inspector of Police, Halfway Tree.

Industrial School, Stony Hill, Teacher's Cottage—special repairs, install Electric lights and Water Supply; erect Blacksmith's shop and Mason's room.

Police Station Bath—Alterations and repairs.

Quarters of Inspector of Police, Port Antonio.

New Police Station, Riversdale.

St. Catherine District Prison—Special Repairs.

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Mental Home—Special Repairs.
Mental Home—(Male Div.) Enlargement of main Kitchen.
Mental Home—Enlarge existing accommodation for main Stores.
V.D. Clinic, Highholborn Street—Alterations and additions to.
Public General Hospital, Buff Bay—Alterations and improvements.
King's House—Special repairs.
Extension to Government Chemical Laboratories, Hope, and equipment.
Extension to Agricultural Chemist Laboratory, Hope.
Quarantine Station for Animals.
Purchase premises and erect Public Works Depot, Pt. Maria.
Quarters for Superintendent, P.W. Department, Santa Cruz.
Additional accommodation for Students Grove Place Stud Farm.
Sewer System to serve Collectorate, Court House and Police Station, Linstead.
Latrines, Government Buildings, Spanish Town, conversion into water-borne system (1st Instl.)
Technical School—Additional accommodation.
New Government School—Lime Tree Garden.
Construction of New Telegraph and Telephone Lines:—
Somerton to Adelphi.
Rosehall to Munro.
Union to Gayle.
Aerodrome Palisadoes.

LOAN WORKS.

Public and Municipal Works Loan Law 17 of 1933.

Schedule "A."

255. Works of Improvement to Falmouth Harbour have been completed at a cost of £25,932. Of this amount £19,206 was spent this year, £11,104 of which is to be financed from funds provided for under Other Harbours of Loan Law 22 of 1935.

Loan Law 22 of 1935.

Liabilities totalling £11,098, being amount advanced for the completion of Improvements to Falmouth Harbour, are to be met from 4th Instalment.

Schedule "D."

2nd Instalment.

ELEMENTARY SCHOOLS.

Type plans and Estimates covering the programme of Schools have been prepared. The following Shools were completed:—
Greenwich Farm.
Mount Pleasant.
Exchange.
Crofts Hill.
Grateful Hill.
Bath—Extension.

In addition, satisfactory progress has been made on many others, and in regard to the remaining schools, not yet started, sites have been acquired or negotiations for purchase of sites in hand.

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Improvements to Hospitals and for Completion of T.B. Hospital and Sanatorium.

256. New Outpatients' and X-Ray Building, Public General Hospital, Kingston—nearing completion.

New Hospital Alexandria, St. Ann—Work progressing.

New T.B. Hospital and Sanatorium, Hope Pastures,—Work well in hand and it is hoped to complete this work at the end of the Current Financial Year.

T. B. Wards attached to Parish Hospitals.

257. From funds provided under this instalment, the following were the works undertaken:—

T.B. Ward, Port Maria—completed.
T.B. Ward, Sav.-la-Mar—completed.
T.B. Ward, Lucea—completed.
T.B. Ward, Mandeville—completed.

Improvement of Spas.

Milk River Baths, Improvements:—

Engine House, Lighting and Sanitary Annexes have been completed.

Drainage and Reclamation of Swamp Lands.

258 Swamp Lands at Kingston Pen commenced under 1st Instalment was continued and the Drainage of Warner's Pond completed. The amount allotted under this Instalment was fully expended on these works.

Parochial Water Supplies.

259. The following works have been undertaken by the Public Works Department:—

Lucea Water Supply		completed.
May Pen	,,	,,
Chapelton	,,	,,
Montego Bay	,,	,,
Buff Bay	,,	nearing completion
Morant Bay	,,	work progressing
Brompton	,,	,,

3rd Instalment.

Elementary Schools and Teachers' Cottages.

260. The allotment of £28,300 under this Instalment will be used to complete the programme of works commenced under the 2nd Instalment.

Improvements to Hospitals and for the Construction of T.B. Hospital and Sanatorium.

261. The greater portion of the allotment of £51,900 will be used to cover works commenced under the 2nd Instalment.

Other Buildings.

262. New Post Office at Ipswich in hand.

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RECLAMATION OF SWAMP LANDS.

263. The following works are in hand:—
Swamp Reclamation—Kingston Pen.
Hope Bay—Drainage.
The drainage scheme for Area westward of Duhaney River commenced; was, however, deferred and the allotment transferred to Kingston Pen Swamp Reclamation Work.

OTHER WORKS UNDERTAKEN.

264. Hut Blue Mountain Peak.
New Building Government Savings Bank.
Office for Commissioner of Land Settlement.
265. The duties of the Public Works Department include the following:—

(a) The making, repairing, deviating, maintaining and managing of all main roads—Law 33 of 1931.
(b) The erection and maintenance of all Public Buildings—Law 16 of 1868.
(c) The care and management of all Lighthouses,—Law 8 of 1900.
(d) The laying out, construction and maintenance of all Government Telegraph and Telephone Lines,—Law 1 of 1879.
(e) The management and control of the Rio Cobre Irrigation Works—Law 27 of 1872.
(f) The management and control of the Spanish Town Water Works,—Law 16 of 1877. And the construction, enlargement, improvement, repairs, management and control of any other Water Works, at the request of a Parochial Board and authorized by the Governor—Laws 28 of 1889, and 19 of 1900.
(g) The carrying out of all undertakings, the funds of which are provided by General Revenue or by Loans, and the design and carrying out of all important works, the funds of which are provided by parochial Revenue or by the Loans or Grants to Parochial Boards.
(h) The Director of Public Works is the chief adviser of the Government in regard to all matters involving structural work of any kind or the use of machinery, and is charged with the preparation of studies, designs, specification and estimates for all such undertakings, and for the construction of the works when authorized.
(i) The Director of Public Works has statutory powers under the Electric Lighting Law, the Telephone Law, the Tramway Law, and the Motor Vehicle Law. He is the Tribunal of Appeal under the Kingston Building Law, (24 of 1907) and is ex-officio a Trustee of the Titchfield Property, a member of the Board of Management of the Milk River Baths (Law 30 of 1927) and Chairman, Island Traffic Authority (Law 41 of 1937).

CHAPTER XIII.

JUSTICE AND POLICE.

266. The Courts of the Island are asfollows:—
The Supreme Court.
The Resident Magistrate's Court.
The Petty Sessions Court.
The Coroner's Court.

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The Supreme Court consists of the following:—

The Supreme Court with jurisdiction in civil matters over £100.

The Circuit Court with jurisdiction in indictable offences beyond the jurisdiction of Resident Magistrates. Appeals from Petty Sessions are also heard by the Judge of the Circuit Court.

The Court of Appeal which hears appeals from the Supreme Court (civil and criminal) the Resident Magistrate's Court (civil and criminal) also appeals from the Cayman Islands in civil and criminal matters and from the Turks and Caicos Islands in criminal matters only.

There are four Judges of the Supreme Court, namely, a Chief Justice, a Judge of the Court of Appeal and two Justices of the High Court.

267. The Resident Magistrate's Court has jurisdiction in civil and criminal matters—

(a) In civil matters where the amount claimed does not exceed £100.

(b) In criminal matters as set out in Section 270 of Law 39 of 1927.

There is also a summary jurisdiction given to Resident Magistrates by statute.

The Petty Sessions Court is generally presided over by Justices of the Peace or by the Resident Magistrate of the parish who has the jurisdiction of two Justices of the Peace. The Court deals with minor offences.

There are fifteen Resident Magistrates in the Island, and an Assistant Resident Magistrate for the parish of Kingston.

The Coroner's Court is presided over by the Resident Magistrate of the parish with a jury.

Police.

268. In 1866 it was considered necessary to abolish the old Police Force dating from 1834, and a Law was passed (No. 8 of 1867), establishing a new and improved Constabulary Force. This latter Law was repealed in 1935 and Law 27 of 1935, "The Jamaica Constabulary Force Consolidation and Amendment Law, 1935" brought into effect.

269. The present authorized strength of the Force is 25 Officers and 1,182 Sub-Officers and Constables. No person shall be eligible for admission into the Jamaica Constabulary unless he can produce a Certificate of Character from a Magistrate or other gentleman of position and can pass a satisfactory Medical Examination. He must not be less than 5 ft. 8 ins. in height and 33 ins. round the chest; not less than nineteen or more than thirty years of age, and be able to read without hesitation any printed or written document and to write a fair hand.

270. Every Constable is enrolled for five years (the first six months being on probation) and is bound to serve and reside in any place to which he may be appointed—his native parish and the parish with which he may be connected by marriage or family ties not being one of the districts to which he may be sent.

271. Members of the Force are trained on semi-military lines and perform the duties appertaining to the Office of Constables. There are a separate Criminal Investigation Department and a Water Police Branch, recruited from the Regular Force. There is also a District Constabulary Force, for the purpose of connecting the main Police system with the remote parts of the Island. The members are drawn from the better class small settlers, and act as auxiliaries to the Regular Force.

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Prisons.

General Penitentiary.

272. This is for convicted male prisoners with sentences exceeding six months, European prisoners and prisoners remanded by the Courts of Kingston and St. Andrew. There is separate cell accommodation for 720 prisoners; a further 150 can be housed in association by using the Chapel, and 32 in Hospital Wards. The Remand prisoners are kept separate from convicted prisoners in a section of the Prison that has been fitted for their exclusive use and contains a range of 78 cells, usual sanitary and other offices and exercise ground shaded by mango trees.

St. Catherine District Prison, Spanish Town.

273. For male prisoners awaiting trial, debtors, prisoners awaiting sentence of death, and convicted male prisoners with sentences not exceeding 6 months. There is separate cell accommodation for 512, association rooms including the Chapel for 306, and Hospital Wards for 40.

Juvenile Adult Prison, Spanish Town.

274. For selected male prisoners between the ages of 16 and 21. Maximum accommodation for 66.

Female's Prison, Kingston.

275. For all women prisoners. Separate cell accommodation for 198; Hospital Wards for 15.

276. In adult prisons, first offenders are located and work apart from the more hardened criminals.

277. At the Juvenile Adult Prison, special rules and conditions prevail which include progressive grades, each grade having its special privileges. There is physical drill daily, and among other privileges which may be earned are games, and meals in association. Any boy proving to be a bad influence is reverted to a Juvenile party of the Adult Prison. Any young prisoners not selected for the Juvenile Adult Prison are located and work apart from adults in the ordinary prisons. Suitable boys are taught the citrus industry by members of the Department of Agriculture, and many have, in consequence, been placed in good posts.

278. In the Female's Prison satisfactory classification is not possible as there are only three forms of labour, i.e., washing (mostly for the Public Hospital), ironing and a small amount of sewing. This is particularly unfortunate because so many young girls of 14 to 18 are sent to Prison with short sentences, often on a first conviction. Well behaved women prisoners serving long sentences are allowed to join a sewing class which is conducted by a Committee of Ladies under the leadership of Miss Marvin of the Deaconess Home. Periodically, sales of their work are held, to which interested ladies are invited. The proceeds enable the class to be self-supporting and leave a balance which is paid to its members when they are discharged, the amount being decided upon by the Committee and based on progress made and work done.

Education. General Penitentiary.

279. The Schoolmaster, assisted by a Warder who is an ex-teacher, conduct classes each evening from 5—6.45 p.m. The instructions given are of an elementary nature and aim at raising prisoners to the average standard of literacy of the section of the community to which

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they will return. The average number under instruction each night has been 50. Talks on varied subjects form part of the instruction given.

St. Catherine District Prison.

The Juvenile Adults receive elementary instruction from a Warder who was a qualified School Teacher and who is under the guidance of the Chaplain. In addition to ordinary class-room subjects, talks on varied subjects are given.

Health and Sanitation.

280. The health of the prisoners has been remarkably good. All parts of every prison are frequently inspected by the Medical Officers who render quarterly reports which indicate that the standard of sanitation is highly satisfactory.

BRIEF STATISTICS.

281. AVERAGE DAILY POPULATION.

	1936	1937	1938
General Penitentiary ...	596	564	623
St. Catherine District Prison ...	558	514	468
Female Prison ...	58	55	54
Juvenile Adult Prison ...	37	49	41
	1,249	1,182	1,186

1934—1,223; 1935—1,161.

Number in Custody—	31.12.37.	31.12.38.
General Penitentiary ...	640	654
St. Catherine District Prison ...	592	491
	1,232	1,145

1934—1,115; 1935—1,203; 1936—1,272.

Expenditure ...	£40,154 19s. 7d.	£46,123 10s. 7d.
Revenue ...	9,447 8s. 9d.	8,941 7s. 6d.
Materials supplied other Departments free ...	89 15s. 0d.	—
Cost of Prisons ...	£30,617 15s. 10d.	£37,182 3s. 1d.
Cost per prisoner per annum	£25 18s. 1d.	£31 7s. 0d.

282. The increase in expenditure is mainly due to increases of pay granted to all grades of subordinate officers and to resumption of brick-making which involved additional temporary staff and the purchasing of a considerable quantity of fuel.

283. Orders have been received for bricks, but have not yet been supplied, so Revenue has not benefited up to 31.12.38.

Value of Prison manufactures and farm products used in Prison:

1937	1938
£2,666 8s. 1d.	£1,871 7s. 4d.

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The decline in the value of Prison manufactures and farm products used in Prison is due to:—

(1) A cessation of work at the farms and quarries of both Prisons during periods of labour unrest.

(2) A change of diet scale which resulted in the use of less home grown vegetables, etc.

(3) The reserve-stock of clothing for prisoners at General Penitentiary issued and not replaced.

(4) Excessive theft of produce from Kingston Pen Farm.

284. The average daily population for the past 10 years is 1,217, and in view of the amount of unemployment that exists in the Colony and the large increase in the population by repatriation during that period, it is very satisfactory to find the average daily population for 1938 below the ten-year average to the extent of 31.

CHAPTER XIV.

Legislation.

285. Forty Laws were passed during the year 1938.

286. The following is a brief summary of those which may be considered of interest :

Law 7 of 1938.—"A Law to Substitute the name 'Mental Hospital' for the name 'Lunatic Asylum' and to Amend the Laws relating to the said Institution."

The Law was motived by representations made by the Director of Medical Sevices and the Senior Medical Officer, Lunatic Asylum. It made, *inter alia* the following substantial amendments to the Lunacy Laws :—

(a) Changes the name of Lunatic Asylum to Mental Hospital, and amends the relevant Laws in order to render effective the proposed change of name;

(b) Provides for the reception in the Mental Hospital of private patients on—

(i) a reception order, and

(ii) an urgency order,

and provides effective safeguards for the protection of such patients.

(c) Provides for reception into the Mental Hospital of voluntary Boarders, and effective safeguards for the protection of such patients.

287. Law 9 of 1938.—"A Law to make exception provision for the Protection of the Community in cases of Emergency."

The Law was introduced and passed during the disturbances which commenced on the 23rd May, 1938. It gives the Governor power to declare, by Proclamation, that a state of Emergency exists, if at any time it appears to him that any action has been taken or is immediately threatened by any person or body of persons of such a nature as to be calculated to affect the securing of the essentials of life to the community, or as may interfere with good order and the preservation of peace. The Law further gives the Governor in Privy Council power to make Regulations for ensuring that the essentials of life shall be available to the community. It requires such Regulations to be placed before the Legislative Council as soon as may be after they

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are made, and provides that they shall not continue in force after the expiration of seven days from the time that they are so laid, unless a Resolution is passed by the Legislative Council providing for the continuance thereof. The Law contains a further provision that it shall only continue in force until and including the 31st December, 1938.

288. Law 11 of 1938.—"A Law to amend further the Match Excise Duty Law, 1934 (Law 25 of 1934)."

Law 15 of 1938.—"A Law to amend the Income Tax Law, 1919 (Law 24 of 1919)."

Law 16 of 1938.—"A Law to amend further the Tariff Laws."

Law 17 of 1938.—"A Law to amend the Brewers Licenses Law, 1896 and the Brewers Licenses Law, 1896, Amendments Law, 1899."

Law 18 of 1938.—"A Law to amend the Rum Duty Laws, 1878 to 1931."

Law 21 of 1938.—"A Law to impose a duty on Entertainments to which the public are admitted for payment."

The abovementioned Laws were enacted in order to provide additional revenue to meet substantial increases in wages of labourers employed by the Public Works Department and other Government employees, interest and sinking fund in connection with the raising of the loan of £778,000 for Land Settlement Schemes, an All-Island Telephone Scheme, the constructon of and improvements to Parochial Hospitals, construction of a Court House at Half-Way Tree and an addition to the present building of the Institute of Jamaica.

289. Law 22 of 1938.—"A Law for raising the necessary money for Land Settlement and other purposes."

The Law authorises the Governor to raise by the issue of a loan either at one time or by instalments a sum of £778,000 divided as follows:—

(a) £650,000 for Land Settlement Schemes and matters connected therewith.

(b) £75,000 for an All-Island Telephone Scheme.

(c) £31,000 for the construction of and improvements to Parochial Hospitals.

(d) £12,000 for the construction of a Court House at Halfway Tree.

(e) £1,000 for an additional building at the Institute of Jamaica.

290. Law 23 of 1938.—"A Law to Amend the Law Relating to Divorce."

The Law marks a definite advance in social legislation in Jamaica. It provides, *inter alia*—

(a) additional grounds for divorce in that it enables a petition for divorce to be presented by either party to the marriage on the grounds of—

(i) desertion for a period of three years immediately preceding the presentment of the petition;

(ii) cruelty;

(iii) unsoundness of mind which has endured under treatment for a period of five years immediately preceding the presentment of the petition;

(b) preserves the right of the wife to present a petition for divorce on the ground that her husband, since the celebration of the marriage, has been guilty of certain unnatural offences.

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(c) permits the presentment of a petition for judicial separation on any ground for which a decree for divorce "A mensa et thoro" might have been pronounced in England immediately before the commencement of The Matrimonial Causes Act, 1857.

(d) provides, *inter alia*, the following further grounds for a decree of nullity of marriage—

(i) wilful refusal of the respondent to consummate the marriage;

(ii) mental defectiveness of the respondent at the time of the marriage or that he was subject to recurrent fits of insanity or epilepsy;

(e) enables the party against whom the Decree Nisi has been granted to apply to the Court to make the Decree Absolute in cases where the party in whose favour the Decree was made neglects to make the Application.

(f) enables the Court to presume, on a Petition presented for that purpose, death of either party to the marriage if for seven years or upwards that party has been continuously absent from the petitioner, and the petitioner has no reason to believe that the party whose death is sought to be presumed has been living within that time.

291. Law 24 of 1938.—"A Law to make Better Provision for the Defence of Poor Persons Charged with any Capital Offence."

The Law makes provision for legal aid to poor prisoners charged with any captial offence—

(1) before an investigating Magistrate,

(2) before a Court of trial, and where sentence of death is pronounced by the Court of Trial for free legal aid to the convicted person to advise him as to whether he has any grounds for appeal or for an application for leave to appeal and for drafting of all necessary documents where the convicted person appeals or applies for leave to appeal.

The Law further makes provision that an application for leave to appeal in such cases shall be heard in open Court and by the two Judges of the Court of Appeal, instead of, as hitherto, by one Judge in Chambers.

292. Law 29 of 1938.—"A Law to amend the Agricultural Loan Societies Law, 1912 (Law 6 of 1912)."

The Law is a considerable advance on prior legislation. It provides, *inter alia*,—

(a) that Societies may borrow from the Board an amount not exceeding two-thirds of their share capital or the total amount of their paid up capital or such an amount as the Governor in Privy Council may approve. Under previous legislation all they could borrow was up to two-thirds of their share capital;

(b) permits the Board to make loans not exceeding a sum of £500 to an Agricultural Loan Society;

(c) enables a Society to make loans to individual shareholders to an amount in excess of £200 on such terms and conditions as the Board may approve.

293. Law 30 of 1938.—"A Law to Amend the Sugar Industry Control Law, 1937 (Law 43 of 1937)."

Under Law 43 of 1937 Reserve Sugar was controlled on a basis of compulsory and strictly proportionate quotas. The Law releases Reserve Sugar from the strict control mentioned, and enables

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factories to produce what Reserve Sugar the canes they grow and buy will permit, so long as the aggregate of their reserve does not exceed the quantity fixed. It also fixed the basis on which Cane Farmers are to be licensed on a more practical and equitable footing than was provided for by the Law which it amends. The Law further provides that persons acquiring by purchase, lease, operation of Law or otherwise, cane cultivations from a Registered Cane Farmer may, upon registration, be licensed.

294.—Law 31 of 1938.—"A Law to make provision for the Fixing of Minimum Wages."

The Law enables the Governor in Privy Council to fix minimum rates of wages for any occupation in the Island either generally or in any specified area, place or district, in any case in which he is satisfied that the wages being paid to any person employed in any such occupation are unreasonably low.

295. Law 35 of 1938.—"A Law to amend the Trade Union Law 1919 (Law 37 of 1919)."

The Law provides for the compulsory registration of Trade Unions. It repeals the definition of "Trade Union" contained in the Law that it amends and substitutes a new definition which incorporates amendments introduced by the Trade Union Act, Amendment Act 1876 (Imperial) and the Trade Union Act 1913 (Imperial). The Law also contains provisions with respect to peaceful picketing, and provisions with respect to the prevention of intimidation. It also affords to Trade Unions in Jamaica the same protection with respect to actions of tort which is afforded to similar bodies in England.

296. Law 37 of 1938.—A Law for Raising the Necessary Money for Public Works and other Purposes."

The Law enables the Governor to raise by the issue of a loan, either at one time or by instalments, as may be convenient, the sum of £500,000 sterling, and such further sums as may be necessary to defray the expenses of issue, for the following purposes:—

(1) £110,000 for the extension of hospital facilities in the several Parishes of the Island;

(2) £70,000 for a new Legislative Council building;

(3) £150,000 for re-loan by Government to the Kingston and St. Andrew Corporation to be used as follows:—

  (a) £105,000 for street and road re-construction and gully improvements within the Corporate Area;

  (b) £8,000 for a new Council Chamber, Offices and Stores;

  (c) £15,000 to meet increased expenditure on new Fire Station;

  (d) To repay Government advances totalling £12,000 being £8,000 advanced in connection with rural Water Supplies, and £4,000 in connection with improvements to Bournemouth Bath;

  (e) £4,000 for a new Tuberculosis Ward at the Corporation Poor House;

  (f) £6,000 for repairs to the Kingston and St. Andrew Corporation Poor House and Maxfield Park.

(4) £70,000 for re-loan by Government to the Water Commission for improvements and extension of sewerage works within the Corporate Area;

(5) £100,000 for re-loan by Government to the several Parochial Boards in the Island to be utilised in Parochial improvement schemes.

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297. Law 40 of 1938.—"A Law to Amend Further the Tariff Laws."

The Law gives effect to the Trade Agreement between His Majesty's Government and the United States of America, in so far as such Agreement affects Jamaica.

CHAPTER XV.

Banking, Currency, Weights and Measures.

298. The Commercial Banks doing business in Jamaica are Barclays Bank, Dominion Colonial and Overseas (formerly the Colonial Bank), The Bank of Nova Scotia, The Royal Bank of Canada and the Canadian Bank of Commerce.

299. The value of the local notes of each Bank outstanding at 31st December, 1938, was as follows:—

Barclays Bank, Dominion Colonial and Overseas (formerly the Colonial Bank)	£132,327
Bank of Nova Scotia	£166,352
Royal Bank of Canada	£50,643
Canadian Bank of Commerce	£14,640

300. The Banks all have their principal offices for the Island in Kingston.

Barclays Bank has branches at Annotto Bay, Falmouth, Lucea, Montego Bay, Morant Bay, Port Antonio, Port Maria, Savanna-la-Mar and St. Ann's Bay.

The Bank of Nova Scotia has branches at Black River, Christiana, Brown's Town, Mandeville, May Pen, Montego Bay, Morant Bay, Port Antonio, Port Maria, St. Ann's Bay, Savanna-la-Mar and Spanish Town.

The Royal Bank of Canada has one branch at Montego Bay.

The Canadian Bank of Commerce has no branches.

301. The following are legal tender in Jamaica:—British Gold and Silver Coins, local nickel and bronze alloy coins, Government Currency Notes.

Accounts are kept in sterling.

302. Government Currency Notes which are legal tender under Section 5 of Law 27 of 1904, were in circulation on the 31st December, 1938, to the extent of £148,661 10/- in the following denominations:—

2/6 Notes.	5/- Notes.	10/- Notes.
£112 0 0	£60,070 10 0	£88,479 0 0

303. Jamaica has its own subsidiary coinage of 1d., ½d., and ¼d. denominations.

304. Imperial Weights and Measures are in common use.

CHAPTER XVI.

Finance.

Public Finance and Taxation.

The following statement shews the Revenue and Expenditure of the Colony during the past five years:—

Revenue.

£ 1933-34.	£ 1934-35.	£ 1935-36.	£ 1936-37.	£ 1937-38.
2,037,319	2,260,352	2,121,965	2,212,365	2,476,136

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Expenditure.

1933-34.	1934-35.	1935-36.	1936-37.	1937-38.
£2,186,056	£2,255,502	£2,178,228	£2,206,079	£2,271,174

The total Expenditure during the year ended 31st March, 1938, was £204,962 less than the total Revenue.

The following is a statement of the Revenue and Expenditure for the period from the 1st April to the 31st December, 1938, under the various Heads:—

Head of Revenue.	Amount.
	£
I. Customs and Excise—	
Customs	1,192,138
Excise	248,354
II. Harbour Dues, etc.	6,742
III. License and other Internal Revenue—	
Licenses	35,818
Fines, etc.	3,151
Judicial Revenue (Fines)	8,377
Entertainment Tax	3,110
IV. Fees of Office, Stamp Duties, etc.—	
Fees of Office	9,083
Commissions	1
Stamp Duties	51,659
Judicial Revenue (Fees)	9,491
V. Reimbursements—	
(1) Debt Charges	83,067
(2) Pensions—Contributions	12,113
(3) Salaries, etc.	15,508
(4) General	17,052
(5) Audit Services	750
VI. Post Office and Telegraphs—	
(a) Post Office	75,403
(b) Telegraphs	21,341
VII. Departmental Revenue—	
(a) Medical	7,802
(b) Prisons	7,628
(c) Science and Agriculture	2,946
(d) Printing Office	2,343
(e) Surveyor General	782
(f) Public Works Department	16
(g) Education Department	178
(h) Administrator General	2,572
(i) Trustee in Bankruptcy	203
VIII. Irrigation Receipts	12,868
IX. Direct Taxation	142,770
X. Currency	..
XI. Rents	3,049
XII. Interest	6.346
XIII. Miscellaneous Receipts	10,849
	1,993,898
XIV. Surplus in Sinking Funds	..
XV. Land Sales	1,475
XVI. Colonial Development Fund	194
	£1,995,567

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Head of Expenditure.	Amount.
	£
Charges of Debt	211,266
Pensions	75,388
Pensions of Widows and Orphans	15,279
The Governor and Staff	6,144
Privy Council	46
Legislative Council	4,575
Colonial Secretariat	8,684
Lands Department	11,375
Land Settlement	5,586
Forestry	4,431
Audit Department	9,657
Public Treasury	6,023
Currency Commissioners	2,198
Government Savings Bank	11,879
Immigration Department	10
Collector General's Department	80,996
Post Office	96,786
Supreme Court	9,261
Law Officers	4,616
Resident Magistrate Courts	36,814
Administrator General's Office	5,054
Bankruptcy Department	2,410
Medical General Administration	24,142
Medical Health Service	34,838
Medical Hospitals and Lepers Home	78,725
Medical Mental Hospital	34,470
Constabulary	171,642
Prisons	35,264
Industrial School	4,637
Education	200,799
Harbours and Pilotage	3,902
Marine Board	687
Imperial Forces Allowances	5,277
Local Forces	6,271
Registrar General's Department and Island Record Office	6,782
Registration of Titles Office	2,740
Government Printing Office	21,066
Board of Supervision	567
Department of Science and Agricutlure	41,334
Agricultural Loan Societies Board	1,634
Subventions	201,953
Miscellaneous	35,997
Railway	27,170
Public Works Department	39,791
Public Works Annual Recurrent	248,798
Public Works Extraordinary	78,345
Island Traffic Authority	3,980
	1,919,289
Colonial Development Fund	2,002
	£1,921,291

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306. The Assets and Liabilities at the 31st March, 1938, were £1,431,916 and £1,210,732, respectively. The year, therefore, closed with a surplus of £221,184. The following statement shews how the Assets of the Colony at 31st March, 1938 were held:—

	£	s.	d.
Loans—			
To Agricultural Loan Societies Board	17,863	3	9
To Wolmer's Trust	3,276	10	6
Bath Corporation, St. Thomas	240	0	0
Milk River Bath	1,871	1	1
Government Cayman Islands	3,660	0	0
To Manning's Trust	748	0	6
To Hope Stock Farm for acquisition of Hope Pasture	1,250	0	0
From Parochial Water Supplies Fund, Law 25 of 1928	8,990	17	7
Hurricane Loans, 1933	4,512	6	9
Banana Industry Aid Board, Law 15 of 1932, Advance	9,700	0	0
Banana Industry Aid Board, Law 25 of 1933, Advance	8,060	0	0
Banana Industry Aid Board, Law 24 of 1935, Advance	8,700	0	0
Interest on Loans from Banks under the Banana Industry Aid Law, 15 of 1932	2,704	15	3
Interest on Loans from Banks under the Banana Industry Aid Law 25 of 1933	1,464	8	8
Expenses Banana Industry Aid Board Laws 15 of 1932, 25 of 1933 and 24 of 1935	9,627	14	6
Advances—			
Land Settlement	65,664	16	4
On account of Loans to be raised	25,059	17	2
To Parochial Boards	4,551	0	0
Stores	116,684	2	2
Other Governments Advances	1,873	19	2
General	79,989	3	8
Appropriated Funds Invested—			
Redemption Funds for Loans guaranteed and unguaranteed by the Colony	16,633	11	1
Deposits for Investment	201,884	10	7
Trust Funds	35,912	5	11
Miscellaneous Funds (Insurance Fund and Reserve Fund)	249,128	16	4
Revenue Collections in Transit	7,398	10	4
Director Jamaica Railway	11,661	6	4
Emigration Agent, India	99	13	2
Imprests	16,595	5	6
Remittances in Transit	246	17	10
Remittances between Chests	1,315	4	2
Crown Agents for Joint Colonial Fund	206,000	0	0
Bank of Nova Scotia, New York	2,004	0	2
Cash Balances—Treasurer	306,544	15	4
	£1,431,916	13	10

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307. The Colony's Insurance Fund, which forms part of the Assets and is specially earmarked against earthquake, hurricane, or calamity of a like nature, amounted to £199,397 at 31st March, 1938.

308. A Reserve Fund was created in 1936 for the purpose of meeting not only the remoter consequences of hurricane and similar calamities which could not be met from the Insurance Fund but also the cost of works which should find no place in a development loan Programme. This Fund amounted to £49,731 at the 31st March, 1938.

309. The amount of the Public Debt, chargeable on General Revenue outstanding at the 31st March, 1938, was £4,604,477. The accumulated Sinking Funds for the redemption of the Debt amounted to £605,492. If the amount standing to the credit of the Sinking Funds be deducted from the Public Debt, the difference—£3,998,985—exceeds by £1,541,516 the estimated Revenue for the financial year 1938-39.

310. For purposes of comparison, it may be interesting to append a tabulated statement of the incidence of the Public Debts of Great Britain and Jamaica in 1938.

	Population.	National Debt.	Per Capita.
Great Britain	45,000,000	£8,144,128,418 Public Debt.	180.98
Jamaica	1,152,528	£4,604,477	3.99

If the accumulation standing to the credit of the Jamaica Sinking Funds on the 31st March, 1938, viz.: £605,492—be deducted from the Public Debt at that date, the amount per capita would be £3 9s. 5d.

Taxation.

311. A description of the main heads of Taxation and the yield of each, in respect of the year ended 31st March, 1938, are given hereunder:—

	£	s.	d.
i. Customs—			
Import Duties	1,250,035	18	0
Export Duties	768	2	7
Package Tax	83,170	10	1
ii. Harbour and Light Dues—			
Harbour Fees	2,921	14	0
Light Dues	7,545	13	9
iii. Licences	64,445	0	0
Excise	282,536	0	0
Income Tax	102,172	0	0
Property Tax	67,017	0	0
Fines in Petty Sessions	14,796	0	0
Penalties	5,246	0	0
Stamp Duties	102,478	0	0

Customs Tariff.

312. The general ad valorem duty is 20%, and the preferential rate to the British Empire is 15% with slight variations in the duties on certain classes of goods, in addition to specific duties on articles falling chiefly under the heading of Food, Drink, Tobacco and Apparel.

There is also a Free List consisting chiefly of goods for Government and the Parochial Boards, Coal, Manures, Fertilisers, Insecticides, etc., and Agricultural implements.

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Excise Duty.

313. The principal Excise duties were on Cigars, from 6d. to 2/- per 100 according to their value, and Rum 8/- per proof gallon.

Stamp Duties.

314. Estate Duty is chargeable on the value of Real and Personal Property according to the graduated scale denoted in Section 1 of Law 15 of 1929, varying from 3% to 20%.

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In addition to these are various Stamp Duties on Agreements, Bills of Exchange, Conveyance, Leases, etc. under Law 36 of 1937.

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CYPRUS, 1938

(For Report for 1936 see No. 1803 (Price 2s. 6d. and for Report for 1937 see No. 1849 (Price 1s. 3d.).)

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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF CYPRUS FOR 1938

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I.—GEOGRAPHY, CLIMATE AND HISTORY.

Geography.

The island of Cyprus, situated in the eastern Mediterranean between 34° 33′ and 35° 41′ N. latitude and between 32° 20′ and 34° 35′ E. longitude, is about 140 miles in greatest length from east to west and about 60 miles in greatest breadth from north to south. A narrow range of limestone mountains, with an average height of 2,000 feet, extends along the northern coast, and an extensive group of mountains, culminating in Mount Olympus, 6,406 feet above the sea, fills the south-western part of the island. Between these ranges lies the fertile Mesaoria plain. (*vide* map on page 60.)

Port Said is 249 miles distant from the most southerly point of the island, and the strait between the north coast and Asia Minor is 45 miles wide at Kyrenia. Beirut and Haifa are reached in one night by steamer from Larnaca or Famagusta.

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Climate.

The climate of Cyprus is generally speaking temperate and healthy. In summer it is varied, hot and dry on the plains, damp on the sea shore and, on the hills inland, healthy and bracing. In winter the climate is mild and invigorating and save on the Southern Range, where snow falls, the temperature is rarely below freezing point. The rainy and cool season is from October to March. The mean temperature at Nicosia for the last 15 years was 66·7° F., mean maximum 78·5° F., and mean minimum 54·8° F. The highest shade temperature during that time was 111° F., the lowest 26° F. The average rainfall for the last ten years was 20·20 inches. The mean rainfall for 1938 was 25·40 inches.

History.

Recent research has carried the history of Cyprus back to the Early Neolithic Age, about 4,000 B.C., when a primitive people, with weapons and vessels of stone, dwelt in riverside settlements of circular huts. Before the introduction of metal, pottery frequently adorned with painted decoration of great individuality was in general use. The general adoption of bronze (3,000-2,500 B.C.) coincided with the appearance of plain red pottery, suggestive of Anatolian origins, of which rock-cut tombs of the period have yielded large quantities.

By the late Bronze Age, doubtless on account of its rich deposits of copper, the island was attracting trade and settlers both from the neighbouring coast of Phoenicia and from Mycenaean Greece. In the dark age which followed the incursions of the iron-users from the North, these contacts with the outer world were lost.

In the seventh century B.C. Cyprus was split into a series of independent kingdoms, tributaries of the Assyrian Emperor. It was conquered by the Egyptians in the sixth century B.C. and later absorbed into the Persian Empire. In 500 B.C. a revolt to assist the Greeks of the mainland in their struggle against Persia failed, but Evagoras, a native-born king, succeeded in the fifth century B.C. in raising Cyprus to a position of virtual independence. On his death the island again fell into the hands of Persia and subsequently became a part of the Empire of Alexander the Great. At the division of the latter Cyprus passed to Egypt, became a Roman province in 58 B.C., and on the division of the Roman Empire fell under the rule of the Byzantine Emperor.

In A.D. 1184 the Governor of Cyprus, Isaac Comnenus, revolted, and maintained his independence until 1191 when Richard Coeur de Lion of England, on his way to the Crusades, landed and in a sharp campaign of a few weeks conquered the

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island. Richard sold it to Guy de Lusignan, the King of Jerusalem, and the Lusignan dynasty ruled the island until 1489, although from 1378 to 1464 the Genoese Republic exercised a suzerainty over a part of the Kingdom. In 1489 Cyprus fell to the Republic of Venice, who held it until it was wrested from them by the Turks in 1571, in the sultanate of Selim II.

In 1878 the island passed under the administration of Great Britain, and on the outbreak of war with Turkey in 1914 was annexed to the British Crown. The annexation was formally recognized by Turkey under the Treaty of Lausanne, which was ratified in 1924.

In 1925 Letters Patent formally elevating Cyprus to the status of a Colony and constituting the office of Governor of the Colony in place of that of High Commissioner issued under the Great Seal of the United Kingdom.

In October, 1931, agitation by protagonists of a " Union with Greece " movement culminated in riots, as a result of which certain constitutional changes were made as described in Chapter II.

Historical Remains and Antiquities.

Cyprus is rich in archaeological and antiquarian interest and its remains and monuments, ranging from the prehistoric to the Turkish through the Phoenician, Greek, Roman, Byzantine, Gothic and Rennaissance periods, are a unique possession of the Empire.

In 1935, by the establishment of an Antiquities Department and the enactment of a new and comprehensive Antiquities Law, the Government inaugurated a policy of closer supervision and protection of antiquities and historic monuments. An Antiquities Fund was established under the Law, the receipts of which in 1938 amounted to £2,951.15.0 and expenditure to £2,589.16.5p.

The Revenue of the Department, derived mainly from entrance fees to Museums and ancient monuments, amounted to £334.9.lp. and expenditure to £10,878.5.0.

During 1938 the Department continued the consolidation and repair of ancient monuments throughout the island which has been its principal concern since its establishment. A further grant of £300 for this purpose was received from Viscount Mersey's Cyprus Committee bringing the total amount contributed by the Committee up to £4,300. In addition a grant of $5,000 was received from the Carnegie Corporation of New York. With these grants repairs were carried out at St. Hilarion Castle, the Venetian Fortifications and the Church of St. George of the Latins at Famagusta, the Royal Manor at Kouklia, and the Byzantine Church of Ayios Philon near Rizokarpaso. With special Government grants amounting to £1,900 extensive

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repairs were carried out to the Fort at Paphos, the Moat Walls and Bastions of Nicosia, and Kyrenia Castle where a three-year programme of repairs was completed.

The first of five annual grants of £400 promised by the Leverhulme Trustees for research in conjunction with the repair of monuments has enabled the Department to proceed with a comprehensive survey of St. Hilarion Castle and to carry out excavations at Bellapais Abbey, the Bedestan at Nicosia, and elsewhere. This grant has also given a new impetus to the clearance and investigation of the monuments and fortifications of Famagusta.

In 1938 for the first time public funds were made available for the purchase of private properties to secure ancient monuments from the encroachment of undesirable modern buildings and for the demolition of existing eyesores. £2,000 was allotted for these purposes in Famagusta where the Churches of St. George of the Greeks and Sts. Peter and Paul were isolated, and a number of open sites near the Martinengo Bastion were acquired. In Nicosia the isolation of the Bedestan was begun with the acquisition and demolition of a dilapidated khan which immediately adjoined it, and at Bellapais the village school was removed from its position check by jowl with the Abbey Church.

There was a further increase in the number of visitors to the Museums and monuments, chiefly among residents of Cyprus. Over 26,000 visits were recorded, representing an increase on the corresponding figures for the previous year of 64 per cent. for residents and 22 per cent. for visitors from abroad.

New offices for the Department were added to the Cyprus Museum building, further improvements were made in the public and student galleries and the library was re-organized.

Excavation of the Neolithic Settlement at Khirokita continued and yielded further finds of great intrinsic value and archaeological interest. The excavation of the Early Christian remains surrounding the Church of Ayios Philon near Rizokarpaso was completed and a number of Hellenistic tombs in the neighbourhood were investigated with the aid of a grant from the Ashmolean Museum. A number of minor excavations necessitated by chance discoveries were carried out at various sites throughout the island the most important of which, near Apliki in Nicosia District, disclosed a mining settlement of the Late Bronze Age.

The Pennsylvania University Museum Expedition continued its excavations in the Sanctuary of Apollo at Curium and in the Late Bronze Age Settlement to the East of Episkopi. Mr. J. R. Stewart, who had excavated in the Early Bronze Age cemetery at Vounous near Bellapais on behalf of the British

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School at Athens during 1937, handed over the Cyprus Museum's share of the finds and despatched the remainder to Museums in England and Australia.

Languages.

The chief language of the country is a local dialect of modern Greek, often very corrupt but retaining a number of archaisms and showing traces of the island's history in the large proportion of words borrowed from English, French, Italian, and Turkish sources. Osmanli Turkish, somewhat archaic and (in the villages) free from Persian and Arabic forms, is spoken by the Moslems, who as a general rule are familiar also with Greek. The use of Latin characters for writing Turkish was recognized for official purposes in 1932. Knowledge of English is rapidly becoming more widely diffused, and, save in the most remote villages, there is usually to be found someone who can speak or even read and write English. In a less degree, French is spoken by the more educated classes.

II.—GOVERNMENT.

After the occupation of the island by Great Britain a change was made in the system of government, by the establishment in 1882 of a constitution based on the electoral principle. Government previously had been despotic and although the mass of the people were illiterate and there was no tradition of self-government, the new constitution created, besides an Executive Council to advise the High Commissioner, a Legislative Council under the presidency of the High Commissioner with six official non-elected members and 12 elected members three of whom were elected by the Moslem inhabitants and nine by the Non-Moslem.

In 1925 when the island was elevated to the status of Crown Colony the Legislative Council was enlarged by the addition of three official members and three elected members. Innovations then made were the requirements that all members should be British subjects and should take an Oath of Allegiance to the Crown.

Agitation for union with Greece had been fostered continuously since the British occupation by a Greek national party in which the influence of the Orthodox Church was strong, and developed in 1922 into the formation of a National Assembly which later became a National Organization of which all Orthodox-Christian members of the Legislative Council were *ex-officio* members. The whole movement culminated in 1931 in disturbances throughout the island. Letters Patent were then issued re-constituting the Government without a Legislative Council and entrusting the power of legislation to the Governor. The Executive Council was retained.

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The population of the island, which is estimated at 374,700, lives in 657 separate villages, summer resorts and towns. The villages number altogether 636 and their affairs are managed by Village Commissions (or Village Councils) appointed by the Governor. Each Village Commission consists of one Mukhtar (or President) and four Azas (or Councillors). Separate Village Commissions are appointed to represent the Moslem and Christian communities in villages or quarters of villages.

The duties and powers of Village Commissions depend on whether the Public Health (Villages) Laws, 1936 to 1938, have been applied to the villages. In the villages to which these Laws do not apply (their number is decreasing rapidly) the work of the Mukhtar with the advice and assistance of the Azas is generally to keep the peace and as the local representative of the Government assist in the work of administration, to conduct all sales of immovable property in execution of judgment or mortgage debts, to register births and deaths, to issue certificates of ownership of movable or immovable properties, to supervise rural constables (appointed for the protection of crops and animals), to hear and determine as a summary court claims for damages not exceeding £2 in respect of trespass or damage by an animal, to estimate or appoint arbitrators to estimate damage or destruction to agricultural property, by animals or persons unknown, for the purpose of assessing compensation to be paid by the village, to supervise and have the general management of schools in the village subject to the directions of the Education Department, and to prepare estimates of and assess on the inhabitants of the village the cost of the schools each year (excluding the salaries of the teachers, which are paid direct by the Education Department).

In addition to the above Village Commissions in those villages to which the Public Health (Villages) Laws have been applied provide *inter alia* for the erection of markets and slaughter houses, for lighting and watering streets, for the removal of manure, for the regulation of any trade or business injurious to public health, for keeping water supplies clean, and for the imposition of fees and rates for the purpose of carrying out this work.

There are seven summer resorts in all of which, except two which have not grown from villages, Village Commissions are appointed; but the general administration of each, which is necessarily closely connected with the development of the tourist attractions of the resort, is entrusted to a separate Development Board under the chairmanship of the Commissioner of the District. Each Development Board has powers similar to those of a Village Commission under the Public Health (Villages) Laws, but more extensive. They provide in the respective

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resorts for general cleanliness and sanitation, and the regulation of markets, control building, licence trades and entertainments, supply water, regulate traffic and in general perform any public work which may be necessary or desirable for the improvement of the summer resorts.

Fourteen Municipal Corporations have been established under the Municipal Corporations Laws, 1930 to 1938. Each has a Municipal Council composed of a Mayor with from 6 to 12 Councillors appointed by the Governor. The proportion of Moslem to Orthodox-Christian Councillors is as far as possible the same as the proportion of Moslem to Orthodox-Christian inhabitants in the Municipality. In addition to the Municipal Councils the towns have in each quarter a Village Commisson with similar powers and duties to those of a Village Commission in a village to which the Public Health (Villages) Laws have not been applied.

Of the total of 14 Municipal Corporations, eight are small country towns with populations at the last census ranging from 990 to 4,335. They differ from villages mainly in size and progressiveness but the more extensive administrative powers held by Municipal Councils are not all exercised in the small towns. Nicosia, Larnaca, Limassol, Famagusta, Paphos, and Kyrenia are the capital towns of the six administrative Districts into which the Colony is divided. Their populations at the last census were, respectively, 23,507, 11,725, 15,066, 8,771, 4,467 and 2,049.

Municipal Councils have a similar status to that of Municipal Councils in the United Kingdom. They do not however make any contribution to the maintenance of the police. In the small country towns the Municipal Council prepares estimates for, assesses the cost of, and, subject to the directions of the Education Department, generally supervises the elementary schools in its areas, but in the District towns this work is entrusted to a special Committee of which the Mayor is *ex-officio* Vice-Chairman. Municipal Councils in District towns have appointed Standing Committees to advise on health, sanitation, town embellishment and the issue of building permits. No town rate is at present levied in any Municipality although the Municipal Councils have power under the law to do so. Most of the Municipal revenue is derived from fees paid on the slaughter of animals at the Municipal slaughter-houses, tolls or weighing fees on certain goods brought within the municipal limits for sale, and fees charged for the issue of licences to carry on professions, trades or businesses within the municipal areas. The question of what improvements can be made in the system of municipal taxation is receiving consideration. The powers and duties of Municipal Councils include conservancy generally, the care of public health, the control of building, the provision

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of water, the widening of streets, the acquisition of land for public purposes, the provision of parks and poor-houses and the assistance of hospital and infant welfare centres.

In each of the six District towns resides the Commissioner of the District, who is the local representative of Government responsible for the general supervision of the work of Municipalities and villages, and for assisting and advising Village Commissions and Municipal Councils in the performance of their duties. Each of the six District towns lies on or near a town-site of considerable antiquity and is the traditional urban centre of the peasant agriculturists living in the villages of its District.

Each District is distinct in its interests and in its character, and the adaptation of the administration to the division into Districts follows the time-honoured acceptance by the people of the unity and individuality of each District. The cohesive factor is the District town; each District contains roughly all those villages which generally look to the District town as their urban centre.

Besides the Village Commissions, Boards and Councils mentioned above, each District has a District Council, constituted under Laws enacted in 1936 and 1937, with the Commissioner of the District as Chairman and, as members, the Sheri Judge, a person to represent the Orthodox-Christian community of the District nominated by the Metropolitan of the Diocese or his representative, and six persons appointed by the Governor. The Orthodox Church has not however nominated a member for any of the District Councils.

The District Councils are advisory bodies consulted by the Commissioners on various administrative questions, especially those affecting the rural population of their Districts. They meet at least once every two months; special arrangements are made for them to meet Heads of Departments (e.g., the Director of Agriculture and the Director of Medical Services) at least twice a year: they formulate proposals for village road works and other local improvements which are considered by Government for inclusion in the Colony's Estimates; they advise Government through the Commissioners on the effect of legislation. In addition the District Councils perform various duties under the Licensing and other Laws.

Since 1933 an Advisory Council has been established which is now composed of four Official Members and 10 Non-Official Members appointed by the Governor. The Advisory Council meets in Nicosia under the chairmanship of the Governor. It has no legislative powers but is consulted by Government on legislative and other measures, and so functions as a means whereby persons fitted by character and attainments for the

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task may formally advise Government on the Colony's requirements. The Annual Estimates of the Colony are examined and discussed in Advisory Council before being submitted to the Secretary of State for approval.

Legislative authority, subject to the power of His Majesty to disallow local legislation or to legislate for the Colony by Order in Council, rests with the Governor. The function of the Executive Council, which consists of four official members with two non-official members appointed by the Governor, one Moslem and the other non-Moslem, is to advise the Governor on new legislation, and on the exercise of the powers granted to the Governor in Council under existing Laws to exempt imported goods from Customs duty, to approve the contraction of loans by Municipal Councils, to determine appeals from the refusal of Municipal Councils to grant building permits, etc.

III.—POPULATION.

Since 1881 a decennial census of the population has been taken. In 1881 the population was 186,173, and by 1931 was nearly double that number, the census return in that year being 347,959, representing a density of 97·1 to the square mile. The estimated population in 1938 was 374,654 an increase of 26,695 or 7·1 per cent.

Race in the Near East is inseparably linked to religion. The bulk of the inhabitants of the island are of the Orthodox-Greek Christian faith and belong to the Autocephalous Church of Cyprus; somewhat over one-fifth are Mohammedans. Some villages are either wholly Mohammedan or wholly Orthodox-Christian, but many are inhabited by members of both communities. There is also an Armenian community, which tends to increase steadily, and a distinct, though not numerous, Latin Colony. The English Colony is still very small.

The following are the more important vital statistics:—

	1937.	*Per 1,000 of population as estimated at 30th June, 1937.*	*1938.*	*Per 1,000 of population as estimated at 30th June, 1938.*
Births	10,954	29·5	11,704	31·2
Deaths	6,334	17·0	5,445	14·5
Marriages	3,012	8·1	3,121	8·3
Infantile Mortality (deaths under one year).	1,746	159·3*	1,533	130·9*

* Rate per 1,000 births.

The numbers of persons who entered and left Cyprus during the year were 12,469 and 13,027 respectively. As usual a number of Cypriots left the island to take up employment in

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London. Cyprus does not afford scope for immigration to any appreciable extent, and the immigration of persons without assured means of support is not permitted.

As in previous years the summer resorts Troodos, Platres, Prodhromos, Pedhoulas, etc., attracted many visitors.

A new Summer Resorts Development Law was brought into force, replacing the former Public Health Boards with Summer Resort Development Boards having increased powers for the improvement of the resort.

IV.—HEALTH.

The climate is healthy, except for the endemic prevalence of malaria, from which, however, with proper precautions, complete immunity is enjoyed. Cyprus is free from plague, typhus, and other virulent diseases common in the Near East. Sanitation and health generally are satisfactory. The Medical Department exercises a general control with a staff including 50 medical practitioners, 74 nurses and attendants, 29 compounders, 31 sanitary inspectors, one Government midwife and nine clerks; it also undertakes the training of midwives, probationer nurses and sanitary inspectors. The amount spent by the Department in 1938 was £61,829.

Prevalent Diseases.

Statistics showing the mortality from prevalent diseases are not available.

Epidemic Meningococcal Meningitis, which broke out during the winter of 1936-7, re-appeared during the winter of 1937-8, but the incidence was lowered to 284 cases with 68 deaths giving a mortality rate of 23·9 per cent. In addition to the general measures used to combat the epidemic, in the way of isolation of patients and contacts and the improvement of general hygiene by propaganda, 35,241 inoculations against Meningococcal Meningitis were performed during 1937 and 1938. Dr. I. H. Maclean of St. Mary's Hospital, London, carried out extensive bacteriological research on the epidemic during the first part of the year.

Malaria is met with in all its forms throughout the island; the intensity of the general infection varies with the rainfall. The number of malaria cases reported in 1938 was 10,952 as compared with 18,122 in 1937 and 12,779 in 1936.

Venereal diseases are common, but syphilis is decreasing.

A campaign against trachoma has been in progress during the past few years. 2,262 new cases were treated in 1938. The results of treatment are good and propaganda, in the form of

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lectures and cinema demonstrations, is beginning to bear fruit. During her visit in February, Her Royal Highness the Princess Royal generously inaugurated a fund, The Princess Royal Charitable Fund, to assist the anti-trachoma campaign.

In 1938, 193 cases of pulmonary tuberculosis were notified as compared with 257 in 1937. A District Medical Officer was seconded during the year for whole-time duty as Tuberculosis Officer. Work at the Philip Anti-Tuberculosis Dispensary continued throughout the year; 285 patients attended and were examined by Dr. T. Evangelides, the officer appointed by the Anti-Tuberculosis League; and 242 visits were made by the Medical Officer and Health Visitor to 132 homes. Relief to the value of over £184 was given to poor patients by the Care Committee attached to the Dispensary. The Demetriou Anti-Tuberculosis Dispensary at Larnaca, founded by Mr. D. N. Demetriou, O.B.E., was opened in January, 1938, and under the direction of the Tuberculosis Officer 55 patients received treatment during the year.

Sixty cases of dysentery were notified as compared with 84 in 1937, and 621 cases of typhoid fever as compared with 668 in 1937.

Provision for treatment, etc.

There are Government Hospitals at Nicosia and Limassol and Government-aided hospitals at Larnaca, Famagusta, Paphos and Kyrenia. The accommodation in these hospitals is 332 beds and 23 cots. The total number of patients admitted in 1938 was 5,769 as compared with 6,088 in 1937. The construction of a new General Hospital at Nicosia was proceeded with but not completed during the year.

The Government also maintains a leper farm and hospital, a mental hospital, and a sanatorium for the treatment of pulmonary tuberculosis. There were 113 lepers in the leper farm on the 31st December, 1938, as compared with 105 in December, 1937; the patients admitted to the leper-farm hospital, which has 12 beds, numbered 88 in 1938 as against 57 in 1937. The mental hospital contains accommodation for 230 patients. In 1938 53 patients were admitted as compared with 51 in 1937; at the end of the year 228 patients were under treatment as against 216 at the end of 1937. The sanatorium, which has 53 beds, admitted 86 patients as against 93 in 1937.

Two small private hospitals are maintained by mining companies, one at Amiandos and one at Pendayia. There are also seven small rural hospitals, with a total of 41 beds, maintained by voluntary contributions. They render medical relief to indigent persons and to persons requiring special nursing and medical assistance.

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A laboratory is available at Nicosia for bacteriological, pathological and analytical work under a pathologist and a chemist. X-ray equipment is available at Nicosia, Limassol, Larnaca, Famagusta and Paphos, and electro-therapeutic treatment and radium therapy at Nicosia.

Venereal diseases clinics under the charge of specialist medical officers have been established at Nicosia, Famagusta, Larnaca, Limassol and Paphos. Eye clinics are attached to all general hospitals. Sixteen rural dispensaries, each under the charge of a medical officer, are maintained in different parts of the country. There are three travelling oculists, one dental officer and four honorary dentists.

Disease Prevention.

Malaria.—The sanitary staff deal with river-beds near villages and drains and streams, and with the making of new drains; they cover, fill or oil the wells, and in suitable cases stock tanks with fish. In some areas paris green dust is sprayed. A notable success was obtained this year in the reduction of malarial incidence in the Tilliria and Kyrenia areas where systematic field measures were carried out and a new method of spraying a paris green water mixture employed.

A scheme for the free distribution of quinine to villages showing a high malaria rate was put into operation. Some 398,000 tablets of quinine were distributed through the village mukhtars during the second half of the year.

The International Health Division of the Rockefeller Foundation continued their work in the Colony. Blood-spleen surveys were carried out and special studies were continued of methods of controlling the breeding of A. superpictus, including the testing of various larvicides, the building of dams and the use of tiles to drain streams and the construction of open jointed pipe lines for subsoil drainage.

Propaganda in the form of lectures, pamphlets and cinema films is employed.

Venereal Diseases.—There are prophylactic centres in the principal towns, the increase of attendance at which shows that the public are becoming increasingly alive to the value of prophylaxis. Propaganda is carried out by means of lectures and films.

Enteric.—Wherever the disease breaks out, anti-typhoid inoculation is offered, and a small temporary hospital established.

Smallpox.—No case of smallpox occurred.

The adulteration of foodstuffs is controlled by the Government Chemist.

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Quarantine duties are undertaken by Government medical officers. The Quarantine Station at Larnaca, being inadequate for modern requirements, was demolished and a new station established. There is also a smaller station at Limassol.

Health Promotion.

Infant welfare centres have been established at Nicosia, Larnaca, Limassol, Famagusta, Kyrenia and Paphos and nurseries for somewhat older children at Limassol and Nicosia. Baby shows were held at Nicosia, Larnaca, Limassol, Famagusta and Paphos in October and November, 1938, and an Island Baby Show and Health Exhibition was held at Limassol. Rural medical officers inspect schools and supply drugs, particularly for eye diseases. There are school dental clinics in five districts where free treatment is given to poor children. Of recent years there has been a marked improvement in school sanitation.

Lectures are given in various parts of the island on matters connected with public health, with the main objectives of inculcating habits of personal hygiene and awakening consciousness of individual responsibility for the protection of the community.

V.—HOUSING.

(a) *In Villages.*—The houses in the villages are usually packed close together leaving room only for very narrow streets and no open spaces except outside the church or mosque. In the hills the houses are of stone and in the plains of mud-brick. The roofs are either of beaten clay and flat, or where they are available, of tiles and gabled, while the floors are of beaten earth or paving stones. Most houses consist of one long room with unglazed windows fitted with shutters. Each house usually opens into a courtyard. In some cases the whole family lives, eats and sleeps in the same room, and frequently oxen are tethered inside as well, partly owing to the lack of the means to build stables, and partly because the cattle in the working seasons are fed during the night and also because they give warmth during the cold weather.

The standard of housing in the villages is gradually being improved as repairs become necessary or new houses are required. Two-storied houses and houses with more than one room are now common, and sanitary conveniences are installed more frequently. A committee was appointed during the year to prepare model plans for village houses.

In the mining areas workmen are accommodated in small mud-brick, or brick houses, or barracks of brick or corrugated iron with many rooms, and with grouped sanitary conveniences.

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Excepting the mining areas, houses in the villages are in almost all cases owned by the peasants who live in them.

(b) *In Towns.*—There has recently been considerable activity in house building in towns. The new houses are of an improved type, and stone is replacing mud-brick in all except the cheapest class of building. There is a tendency to build small and badly ventilated rooms for servants and as washing-rooms, but the main rooms of the new houses and of most of the older ones are usually commodious and well ventilated, having large doors and windows in order to admit as much sunlight and warmth as possible in winter. Water closets are being increasingly installed. There are some recently constructed blocks of flats in Nicosia.

By-laws made under the Municipal Corporation Laws, 1930 to 1938, make obligatory the provision of proper sanitary conveniences in all premises within the municipal limits and provide that they should conform to certain uniform requirements. Power is given to the sanitary authorities to enter and inspect any premises to ascertain whether the regulations have been complied with, and provision is also made in the by-laws to prevent the blocking of streets with overhanging kiosks and balconies. Most municipalities have made plans for the widening of the main streets and new buildings may be constructed only on the approved alignments.

The houses in the towns are often owned by their occupants, but renting is frequent both by wage-earners and other classes.

Since 1927, Building Committees have exercised control over building operations and road construction on State land and considerable improvements have resulted both in municipal and rural areas, in the lay-out of buildings and in their construction and sanitation. Zoning Committees were appointed in all the larger towns during 1938 to prepare plans for the separation of industrial and residential areas.

VI.—NATURAL RESOURCES.

Forest land occupies about 19 per cent. of the total area of the island, or 670 square miles, and the greater part of the remaining land is cultivated by peasants farming on their own account either as proprietors or as tenants of small plots. Only a few large farms (" chiftliks ") are found. Small areas at different points around the Southern Range are taken up with mining. Uncultivated areas are very few and small in extent, and comprise very poor land. In many places more intensive cultivation would be possible if the land were better irrigated.

There are no perennial rivers in Cyprus. In the winter, the rivers carry a succession of flash floods arising from heavy but short rainstorms on the mountains. During the summer, the

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riverbeds are arid stretches of coarse pebbly alluvium. The silt-laden, winter flood water is extensively used for irrigating cereals, orchards, potatoes and beans. For summer irrigation, water from the springs and from wells must be used. Prospecting for and development of subsurface water is therefore of paramount importance and is actively continued. More economical methods of using river flood water and spring water are being devised. The general configuration of the island and other natural conditions make Cyprus unsuitable for large scale irrigation works. Considerable volumes of subsurface water have been discovered, largely by a Government-subsidized drilling service, more particularly in the younger rocks fringing the island and notably near Famagusta, Limassol and along Morphou Bay. Recently encouraging results have been obtained from prospectiing in both the western and eastern Mesaoria. In the latter area, large volumes of water have been found in ancient river gravels of Pliocene age. These are being traced by geophysical prospecting methods.

Water rights in Cyprus may be held either under freehold ownership, or under common rights in public rivers and watercourses used for irrigation provided *ab antiquo* rights are not disturbed nor excessive damage caused to persons already exercising irrigation rights. Under Law 26 of 1928, the ownership of all underground water hitherto undeveloped, and of all water running to waste has been vested in Government, and the utilization of such water is subject to the permission of the Commissioner of the District.

A description of land tenure is given in Chapter XVII.

All minerals, with unimportant exceptions, belong to the Crown. Land owners have the right to prospect for minerals on their own land and may dispose of this right. To prospect on Government land a permit is necessary, the fees for which are £10 per square mile per year. Minerals may only be mined under a mining lease or licence from the Governor, the terms of which vary according to the minerals to be mined. A sole fee of from £50 to £200 must be paid when the lease is signed and thereafter rent for the land covered by the lease and royalties on all the minerals mined.

Agriculture.

Agricultural production is on an individual basis and, excepting wine and yellow-leaf tobacco for the export of which to the United Kingdom exclusive licences are held by the British Cyprus Company and the Cyprus Cigarette Company respectively, the individual produces for sale in the open market. Of the co-operative societies in existence a few deal exclusively with marketing of members' products such as wine and fresh grapes.

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The year 1938 was a somewhat poor agricultural year, due to unfavourable spring weather. The production of most crops, with the important exception of grapes, was below the average.

Wheat.—The area under wheat was slightly greater than that of the previous year, but owing to the weather conditions during the spring the production was only 1,951,528 *kilés* as against 2,139,687 *kilés* in 1937. Prices were higher than in 1937.

Barley.—The area under barley was increased, but production was less than in the previous year. 2,028,834 *kilés* of barley were produced as against 2,147,919 *kilés* in 1937. Exports to the United Kingdom amounted to 71,838 *kilés*.

Carobs.—Conditions were unfavourable and production was below the average, being 40,987 tons as against 63,011 tons in 1937. Total exports and value were respectively 61,075 tons and £293,051 compared with 46,705 tons and £238,831 in 1937.

Cotton.—The area under cotton was 25 per cent. less than that of the previous year and production decreased from 50,041 cwt. to 27,051 cwt.

Olives.—Despite unfavourable climatic conditions there was a fair yield of olives. The estimated production of olives and olive oil was 6,625,703 *okes* and 924,324 *okes* respectively, compared with 13,648,559 *okes* and 2,500,000 *okes* in 1937.

Flax and linseed.—The area and production of flax and linseed were both 50 per cent. less than in the previous year.

Tobacco.—There was a further decrease both in the area planted and the production of tobacco. During 1938, 9,237 *okes* of fumigated tobacco and 3,536 *okes* of yellow-leaf were produced as against 15,009 *okes* of fumigated and 11,730 *okes* of yellow-leaf in 1937.

Potatoes.—There was a considerable decrease both in the area planted and in the production of potatoes in 1938. Production was estimated at 450,195 cwt. compared with 608,634 cwt. in 1937. Prices were low. Exports amounted to 13,413 tons valued at £71,496.

Onions.—Although the area put down to onions was less than that in 1937, production was much higher, being 90,154 cwt. as against 70,988 cwt. in 1937. In 1938, 60,943 cwt. of onions valued at £14,031 were exported compared with 50,117 cwt. valued at £7,780 in 1937.

Onion sets.—The area planted was less than in 1937 but the production was three times as great.

Vetches and legumes.—The area under various leguminous crops was about the same as in 1937. Production also was about the same.

Cumin and aniseed.—The area planted and production of cumin decreased by half. Production was 4,719 cwt. as against 8,770 cwt. in 1937. Aniseed remains a minor crop.

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Citrus.—There was a further extension of citrus plantations. The quantities of oranges and lemons exported in 1938 were a record, being 403,147 cases of oranges and 53,833 cases of lemons as against 399,858 cases of oranges and 49,050 cases of lemons in 1937, which was itself a record year. The values of the exports in 1938 were £84,408 and £11,269 for oranges and lemons respectively compared with £88,504 and £11,283 in 1937. The yield was above average, but the increase in the crop was due mainly to new plantations coming into bearing.

Vineyards.—The large demand for rooted cuttings, chiefly of better table grape varieties continued. The production of vine products was very good, but demand was not proportionate to the supply and prices after the vintage were the lowest for the last five years. The production of grapes was estimated at about 51,000,000 okes which is more than 50 per cent. higher than the previous year's production. Exports of fresh grapes were 22,851 cwt. valued at £7,672 as compared with 18,426 cwt. valued at £6,564 in 1937.

Raisin production increased by over 50 per cent. but prices were very low. The production in 1938 was 6,500 tons compared with 2,137 tons in 1937.

The export of wines to the United Kingdom in 1938 was 388,467 gallons as compared with 247,990 gallons in 1937. The total export of wines in 1938 was less than in 1937 the figures being 1,271,618 gallons valued at £75,131 compared with 1,596,790 gallons valued at £65,552 in 1937. Exports to Malta decreased from 373,768 gallons to 107,449 gallons; to Egypt from 832,665 gallons to 659,602 gallons. The export trade in brandy was maintained. 116,224 gallons of grape juice valued at £9,040 was consigned to the United Kingdom.

The production of apples, pears, plums, cherries and apricots was good but the export very small. There was a good yield of almonds and other nuts. Melon production was excellent, all melons being consumed locally. Fig and apricot drying was carried out on the same scale as in the previous year.

Agricultural Pests.

Locusts were relatively few in number and were about as numerous as in 1937. The usual campaign against hornets was carried out and about 23,400 nests were treated. Control measures against insect pests of fruit trees by spraying were continued by fruit growers. Special efforts were made to persuade citrus growers to spray or fumigate their trees against red scale and mussel scale, and a satisfactory response was obtained. A second firm undertook the fumigation of citrus trees and the firm which began operations in 1937 extended its work. The quarantine of the Limassol area owing to its infection with

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mussel scale (*Lepidosaphes Beckii*), which does not occur elsewhere in the island, was continued and quarantine was also established over a small area near Nicosia where *Icerya purchasi* had been found.

A trial was made of a system of poison bait spraying against the Mediterranean Fruit Fly (*Ceratitis capitata*) in a small area where figs and citrus fruit are grown.

Plant Diseases.

No important outbreaks of disease occurred in 1938. Rusts on cereals were more severe than usual. *Polystigma ochraceum* on almonds showed a distinct increase in severity and extent over previous years. In order to cope with the increased demand for seed treating machines to disinfect seed grain from bunts, six new machines were constructed and were in use throughout the sowing season.

Experiments in the disinfection of seed potatoes were continued and very satisfactory results were obtained in the control of common scab. Several new varieties of potato were grown in trial plots but none showed any promise of ousting Up-to-Date. This is the chief variety grown in Cyprus but it is rapidly becoming displaced in Ireland whence Cyprus obtains almost all the seed potatoes imported.

Agricultural Experiments and Education.

Development work at the Central Experimental Farm continued with the aid of a grant from the Colonial Development Fund, and experiments with cereals, cotton, and other field crops were continued. Trials with vines were continued at the Viticultural Station at Saitta, with deciduous fruits at the Deciduous Fruit Station, Trikoukkiá, and with citrus fruits at the Citrus Experimental Grove, Famagusta.

The number of school gardens maintained under the scheme run by the Department of Agriculture in co-operation with the Department of Education was 329. Agricultural instruction was given in schools by schoolmasters and agricultural officers.

Animal Husbandry and Livestock.

The Government Stock Farm, of 250 acres, situated at Athalassa, four miles from Nicosia, is the centre of all animal husbandry and livestock breeding work.

The farm contains a herd of dairy cattle including Dairy Shorthorns and Kerries, Horses, Large Black pigs, Maltese and native goats, a flock of native fat-tailed sheep, and three imported breeds of poultry (Rhode Island Red, White Leghorn, and Light Sussex). During the year an Irish Draught stallion, three Dairy Shorthorn heifers and a Large Black boar were purchased for the Stock Farm with a grant made from the

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Colonial Development Fund. Improvement in the average production of all classes of stock was maintained during the year and increased use was made of stud animals for the service of local breeding stock.

In addition to this central stock farm, the Government maintains in the more important stock-breeding centres stud-stables at which a thoroughbred stallion, bull (either native or dairy type), jack donkey, boar, and he-goat are kept for service. There are now seven such stables and in addition a dairy bull is maintained at Nicosia for the use of the town dairymen's herds.

The system of lending Government animals to private individuals and granting a premium for approved jack donkeys was continued. There are now 12 bulls, 16 boars, 9 goats, 2 stallions, 3 cows and 12 cast army mares on loan and 10 premium jack donkeys.

The 1938 livestock census of sheep and goats showed a further reduction of 15,851 and 39,321 respectively. The number of goats has been reduced by nearly 100,000 since 1936. Mules (including jennets) and cattle increased slightly in number but the total number of animals in the Colony is lower than at any time since 1930 and is now 586,377 (excluding lambs and kids).

The export trade in livestock declined appreciably from 4,830 to 4,251. This reduction may be partly attributed to the disturbed conditions in Palestine.

The use of unlicensed stallions is prohibited. Licences were given for 107 stallions in 1938, the majority of which were used exclusively for jennet breeding.

Veterinary Services.

The general condition of livestock remained satisfactory. With the exception of dermatitis of equines which was prevalent in the early months there was no serious outbreak of disease.

Anthrax, a disease which caused the death of animals to the value of £20,000 per annum before compulsory vaccination was adopted, occurred in sporadic cases only in 1938, the loss being estimated at less than £300. Over 575,000 animals were vaccinated free of charge during the year.

Additional sheep-dipping baths were constructed by village authorities assisted in some cases by grants from public funds. Drugs for sheep dips and for treatment of flocks for internal parasites were given free in all cases.

Following a survey and experimental control of the ox-warble fly in three groups of villages a scheme was inaugurated at the end of the year, which is expected to reduce considerably the losses caused by this pest and possibly to eradicate it completely. The work involved in the scheme comprises the inspection and

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treatment by the veterinary staff of all cattle in the Colony at monthly intervals from December to April during a period of three years, commenced in December, 1938.

Meat inspection services continued to expand and there was a satisfactory increase in the number of slaughter-houses improved by local authorities.

The Dairies and Cowsheds Regulations, 1938, provided additional control of the hygienic production and distribution of milk and milk products. No cases of tuberculin or brucellosis (Bangs' Disease) were detected in dairy cattle during 1938.

In the Veterinary Laboratory 600,000 doses of anthrax vaccine were prepared for use in 1939 in addition to the 1938 requirements. Fowl Typhoid and Fowl Pox vaccines were also prepared, 843 specimens were received for diagnosis, and the survey of the animal parasites of the Colony was continued.

Forestry.

About 90 per cent. of the forests of Cyprus are State-owned. The total area of delimited State forests is 397,847 acres or 17·35 per cent. of the total area of the Colony. Of this total of approximately 622 square miles some 536 square miles are Main Forests and plantations; the remainder consists of poor scrub growth used as fuel reserves and grazing grounds, and makes up the category of Minor Forests.

The forests are of great importance for water catchment and for protection against soil erosion, and supply timber and fuel for local markets. In the poorly timbered countries of the Near East the Cyprus forests constitute a very valuable reserve of timber and fuel. They are also an important attraction for visitors in summer and contain a number of summer resorts frequented by residents in countries in the Near East.

The aim of forest management is to maintain a protective cover of forest growth over catchment areas and all fellings are therefore made on a system of selection. During the year an area of 53·6 square miles of forest was brought under a working plan bringing the total area of forests under working plans up to 359·1 square miles. The forest road system was considerably extended in the course of improving fire-protection and exploiting productive areas. Forest fires are steadily decreasing and the resultant damage in 1938 was less than in any former year for which records are available.

Re-afforestation of the bare or poorly stocked areas is slow, but the forests are steadily being restocked by natural and artificial seeding and, though to a far less extent, by planting. Planting is mostly confined to establishing hardwood plantations at the lower elevations, and seeding is generally employed for conifers in the hills.

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The local forest industries showed encouraging progress during the year. The total output of local timber increased from 863,520 cu. ft. in 1937 to 903,793 cu. ft. in 1938, measured in total volume over bark, while imported timber increased from 999,172 cu. ft. in 1937 to 1,191,978 cu. ft. in 1938, measured in square volume. This considerable increase in the consumption is mostly due to increased demands for building and mines timbers. Over 11,084 tons of wood fuel from the forests were sold during the year and further large quantities were removed from the forests under permit or in exercise of free privileges. All exploitation was by private contractors under the supervision of the forest staff.

The forests are subjected to excessive grazing, chiefly by goats, which destroys regeneration, retards growth and maintains erosion. During the year 22,524 animals were permitted to graze in the forests either on payment or by free privilege, but in addition a large number of animals grazed in the forests unlawfully. An important measure taken during the year with the object of reducing grazing in the main forests was the conclusion of agreements with the Monasteries of Kykko, Machera and Troodhitissa, whereby these Monasteries relinquished substantial grazing privileges in return for monetary compensation.

Departmental revenue for 1938 amounted to £13,074 and expenditure to £28,117.

Sponge fishing.

The sponge fisheries in the territorial waters of Cyprus are supervised by the Comptroller of Customs and Inland Revenue, who is also the Government Inspector of Fisheries.

The sponges obtained locally are of good quality, but the Cypriot does not take kindly to the industry, and the fishing is mostly done by fishers from the Italian and Greek islands, more particularly from Symi and Calymnos. Each sponge-boat fishing with the harpoon or by naked diving pays a licence fee of 10s. and gives up to the Government, as duty in kind, 20 per cent. of the catch. Machine-boats pay a licence fee of £1 and 25 per cent. of the catch. All the sponges retained by the sponge fishers are exported.

No machine-boat licences were issued during 1938 owing to the restriction on fishing with machine diving apparatus. Four licences were issued to fish with the harpoon or by naked divers and 441 okes of sponges were taken. The Government share was 88 okes which were kept for local sale.

Mining.

The mining industry is now of great economic importance to the Colony. The total value of minerals produced and exported

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in 1938 amounted to £1,495,000 compared with £1,128,000 in 1937. There was less activity in prospecting during the period, 45 new permits having been issued.

Pyrites (*Cupreous*).—This is by far the most important mineral produced in Cyprus and the whole output for the year came from the Skouriotissa and Mavrovouni mines of the Cyprus Mines Corporation, the Kalavasos Mine of the Hellenic Company of Chemical Products and Manures, Ltd., and the Lymni Mine of the Cyprus Sulphur & Copper Company, Ltd. The ore from Skouriotissa Mine is railed to the coast and exported in its crude state, while that from Mavrovouni is sent to an ore treatment plant situated at Xero where it is concentrated and exported in the form of cupreous concentrates. The ore from Kalavasos and Lymni Mines is sent to the coast and exported in its crude state.

During 1938 the total production of cupreous pyrites in Cyprus amounted to 762,482 tons of which 615,932 tons of crude pyrites and 146,000 tons of cupreous concentrates were exported, the total value amounting to £768,247.

Asbestos (*Chrysotile*) is produced by the Tunnel Asbestos Cement Company, Ltd., at their quarries at Amiandos on Troodos. The asbestos-bearing rock is quarried, treated in primary and fibre mills and graded into " standard," " shorts " and " fines " qualities. These products are transported by an aerial ropeway 19 miles in length to the coast and exported in the unmanufactured state. There is no local demand for asbestos.

In 1938, 5,578 tons of fibre was exported having a value of £88,290 compared with 11,709 tons valued at £126,321 for 1937. The bulk of the output consisted of short fibre which is used in the asbestos cement industry.

Gold.—Auriferous deposits, which are confined to the oxidized zone of mineralized areas, are worked at Skouriotissa, Mathiati and Agrokipia in the Nicosia District, and at Troulli area in the Larnaca District. During 1938, gold and silver to the value of £236,821 was produced and exported.

Chrome iron ore (*Chromite*) occurs in the Troodos area and deposits are worked by the Cyprus Chrome Company, Ltd. The ore is transported by aerial ropeway from the mine to a concentrating plant situated near Kakopetria. There is no local consumption of chromite. The total export during the year amounted to 7,442 tons valued at £9,605.

Gypsum is produced by quarrying at many localities in the island. It is exported in the crude state and also as plaster of paris after being calcined and ground locally. During 1938, 9,529 tons of calcined and 6,046 tons of crude gypsum were exported.

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Terra Umbra is produced from shallow underground workings, mostly in the Larnaca District. Part of the terra umbra is exported in the raw state and part as burnt umber after being calcined and graded into the required shades. During 1938, 4,097 tons were exported having an estimated value of £11,808. Very little umber is consumed locally.

Other Industries.

A number of small village tanneries scattered over the island produce lower grade leathers for local consumption, and in addition there is one modern tannery which operates on a small scale.

The cigarette manufacturing industry continues to thrive. There are six factories, which use imported, mainly Greek, tobacco. Cyprus-grown tobacco is exported to London for manufacture into cigarettes.

Sumac is still in good demand; 14,751 cwt. with a value of £9,014 was exported as against 12,300 cwt. with a value of £7,310 in 1937.

The making by peasant women in their homes of embroideries and lace of a local design akin to Venetian point lace is an important industry. It is centred at Lefkara and the product is sold in all parts of the world by itinerant lace-sellers. The value of embroidery exported in 1938 was £18,056.

There is a small export trade in silk fabrics manufactured by villagers in their homes.

The island's requirements of soap are mostly supplied by local factories.

Small factories for the manufacture of boots, shoes and stockings for local consumption exist and are progressing.

Green sulphur olive oil is manufactured in one factory for local consumption in the soap industry and for export to the United Kingdom.

There is also a factory for the manufacture of artificial teeth for export, and others for buttons which are also exported.

Roofing tiles, bricks and cement tiles are manufactured for local use in one large and a number of small factories.

There are several wine factories including a small factory recently established for the production of wine of the champagne type.

A factory for the manufacture of vegetable gum from carob seeds has been established.

The production of silk cocoons in 1938 was about 118,180 okes, an increase of 12,940 okes over that of 1937 and the largest since 1933, but the higher prices realized in 1937 were unfortunately not maintained. 6,920 okes of cocoons were exported, as compared with 10,040 okes in 1937, the remainder

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being, as usual, reeled on the local hand-reeling apparatus for use in the island.

A fair number of persons are engaged in building, furniture making, tailoring and dressmaking and the motor transport industry.

VII.—COMMERCE.

Cyprus imports chiefly manufactured goods and exports mainly agricultural produce and minerals.

Trade during the year under review showed a favourable balance, the total value of exports exceeding that of imports by £231,821 or 10·32 per cent.

Imports.

The total value of imports (excluding specie) during the year 1938 was £2,246,435, as against £2,219,429 in 1937, an increase of £27,006 or 1·22 per cent.

The following table shows the value of imports for each of the last three years under the main heads of classification:—

Class of Merchandise.	*1936.* £	*1937.* £	*1938.* £
Food, drink and tobacco ...	320,462	571,322	478,272
Raw materialsand articles mainly unmanufactured	108,534	205,497	226,707
Articles wholly or mainly manufactured	1,055,223	1,441,071	1,539,787
Animals, not for food	815	582	612
Bullion	682	957	1,057
Total	£1,485,716	£2,219,429	£2,246,435

Total values of imports, domestic exports and re-exports, during the year 1938 and each of the preceding four years:—

	1938. £	*1937.* £	*1936.* £	*1935.* £	*1934.* £
Total value of imports (excluding specie)	2,246,435	2,219,429	1,485,716	1,481,941	1,419,162
Total value of domestic exports (excluding specie)	2,390,925	2,096,326	1,523,487	1,126,577	1,011,112
Total value of re-exports (excluding specie)	87,331	83,722	71,328	62,429	68,315

Percentages of total imports provided by Empire and foreign countries for the year 1938 and the preceding four years:—

	1938.	*1937.*	*1936.*	*1935.*	*1934.*
United Kingdom and other parts of the British Empire ...	48·48	46·25	45·38	45·36	45·62
Foreign countries ...	51·52	53·75	54·62	54·64	54·38

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Percentages of total imports provided by the principal supplying countries for the year 1938 and the preceding four years:—

	1938.	*1937.*	*1936.*	*1935.*	*1934.*
United Kingdom ...	31·70	29·80	33·09	35·67	34·94
Australia	6·24	7·23	5·72	3·45	5·81
British India	5·40	6·65	4·45	3·88	2·59
Roumania	7·96	9·41	8·05	7·55	7·08
Germany	6·30	6·92	7·91	6·83	5·71
Greece	4·06	3·73	4·59	5·31	4·96
United States of America	4·01	3·16	2·90	2·27	1·74
Belgium	3·32	3·18	3·50	3·23	2·33
Italy	2·78	2·99	0·96	4·05	6·60
France	2·40	1·52	1·50	1·77	1·87
Egypt	2·14	4·06	3·29	4·09	4·80
Empire of Japan ...	2·03	2·35	4·74	4·80	5·58

Imports from the British Empire increased by £62,712. The increase in the total value of imports from the United Kingdom was chiefly due to textiles. Imports from Australia and British India decreased by £19,128 and £26,327, respectively, as a result of reduced imports of wheaten flour.

Tobacco leaf was the only item causing the increase in imports from Greece; machinery, from the United States of America; iron bars, joists, etc., from Belgium; and silk goods (including artificial silk) from France.

Reduced imports of wheat, and leather soles, caused the decline in imports from Egypt; cotton yarns and fish from Japan; silk goods (inclusive of artificial silk) from Italy; petrol and petroleum from Roumania; and mining machinery from Germany.

Values, quantities and principal sources of supply of the principal imports for the year 1938 and the previous year:—

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Commodity.	Unit of Quantity.	1938.		1937.		Principal sources of supply.
		Quantity.	Value.	Quantity.	Value.	
			£		£	
Wheat	Cwt.	99,752	34,648	151,661	77,787	Iraq, Egypt and Syria.
Flour, wheaten...	,,	338,227	163,073	320,633	203,195	Australia and British India.
Oils and fats, edible.	,,	34,761	44,604	37,398	60,503	United Kingdom, British East Indies, Denmark and Holland.
Timber	Cub. ft.	1,191,978	113,558	999,172	94,811	Roumania.
Iron and steel and manufactures thereof.		—	102,224	—	99,736	United Kingdom, Belgium, Germany and Egypt.
Machinery ...		—	221,133	—	234,214	United Kingdom, Germany and United States of America.
Cotton manufactures, including yarns and threads		—	235,254	—	192,400	United Kingdom, British India, Italy and Japan.
Woollen manufactures.		—	104,949	—	80,481	United Kingdom.
Silk (inclusive of artificial silk) goods.		—	55,051	—	48,380	United Kingdom, Italy, Japan and Germany.
Leather, dressed and sole.		—	49,616	—	57,581	Egypt, Syria, British India and Hungary.
Benzine	Gals.	1,489,345	40,154	1,895,011	57,965	Roumania.
Petroleum ...	,,	4,759,200	80,508	5,017,435	84,187	Roumania.
Motor cars and chassis.	No.	421	63,448	423	61,986	United Kingdom, and Canada.

Exports.

The total value of exports of merchandise was £2,478,256, as against £2,180,048, an increase of £298,208, or 13·68 per cent.

The following table shows the value of exports during the last three years under the main heads of classification:—

Class of Merchandise.	1936.	1937.	1938.
	£	£	£
Food, drink, and tobacco ...	604,500	698,864	719,129
Raw materials and articles mainly unmanufactured ...	848,286	1,327,050	1,584,690
Articles wholly or mainly manufactured	122,630	128,398	149,444
Animals, not for food... ...	18,226	24,113	24,875
Bullion	1,173	1,623	118
Total	£1,594,815	£2,180,048	£2,478,256

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Percentages of domestic exports sent to the Empire and foreign countries for the year 1938 and the preceding four years:—

	1938.	*1937.*	*1936.*	*1935.*	*1934.*
United Kingdom and and other parts of the British Empire ...	29·05	31·21	35·64	34·91	37·65
Foreign countries ...	70·95	68·79	64·36	65·09	62·35

Percentages of domestic exports to the principal countries of destination for the year 1938 and the preceding four years:—

	1938.	*1937.*	*1936.*	*1935.*	*1934.*
United Kingdom ...	24·56	24·61	28·05	25·31	28·94
Palestine	2·21	3·23	4·26	5·96	6·81
Germany	36·40	26·19	21·88	9·63	19·67
France	6·95	5·67	2·45	2·04	2·75
Egypt	6·40	6·60	8·61	11·16	9·65
Holland	6·13	7·06	6·33	6·42	7·16
United States of America	3·63	10·21	11·02	16·50	2·25
Belgium	3·60	3·14	1·14	2·61	0·68
Italy	1·40	1·72	2·38	4·33	9·34

The total value of exports to the United Kingdom rose by £71,944, the commodities principally responsible being carobs (ground) and asbestos.

Exports to Germany increased by £321,565 chiefly due to cupreous concentrates and cupreous pyrites. Increased shipments of cupreous pyrites raised the value of exports to France and of zinc ore and concentrates to Belgium.

Exports to the United States of America and Denmark decreased noticeably, owing to reduced exports of asbestos, cupreous concentrates, cupreous pyrites and wool.

Values, quantities and principal countries of destination of the principal domestic exports, for the year 1938 and the previous year, are shown in the following table:—

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Commodity.	Unit of Quantity.	1938.		1937.		Principal countries of destination.
		Quantity.	Value.	Quantity.	Value.	
			£		£	
Animals, living...	—	—	54,122	—	56,899	Egypt and Palestine.
Carobs	Tons	60,464	293,051	46,705	238,831	United Kingdom.
Citrus fruit ...	No.	70,544,095	100,874	68,503,782	100,831	United Kingdom and Scandinavian countries.
Potatoes ...	Cwt.	268,277	71,496	351,587	82,276	Palestine, Egypt, Greece and British East Indies.
Wines	Gal.	1,272,615	75,131	1,596,790	65,552	Egypt, United Kingdom, Malta and Sudan.
Asbestos ...	Tons	5,578	88,291	11,709	126,321	United States of America, Denmark, United Kingdom and Sweden.
Cupreous concentrates.	,,	146,550	768,247	111,547	435,488	Germany and United States of America.
Cupreous pyrites	,,	515,303	488,593	388,835	363,073	Holland, Germany, France, Roumania, Italy, Belgium and United Kingdom.
Metallic residues and wastes.	,,	10	67,595	13	142,957	Germany.
Yellow ore ...	,,	1,151	9,605	3,894	34,771	Belgium and Germany.
Wool	Cwt.	5,843	17,645	20,878	115,266	France, United States of America and United Kingdom.

Values, quantities and principal countries of destination of the principal re-exports, for the year 1938 and the previous year:—

Commodity.	Unit of Quantity.	1938.		1937.		Principal countries of destination.
		Quantity.	Value.	Quantity.	Value.	
			£		£	
Iron drums ...	No.	32,884	50,670	30,979	45,539	Syria and Egypt.

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Brief statistics of the imports and exports of coin, for the year 1938 and the preceding four years:—

Year.	Imports.			Exports.		
	Gold.	Silver.	Nickel.	Gold.	Silver.	Copper.
	£	£	£	£	£	£
1938 ...	1,000	8,406	11,363	968	—	—
1937 ...	—	34	—	1,602	7	—
1936 ...	218	50	—	2,227	—	450
1935 ...	1,147	96	9,536	6,556	104	—
1934 ...	13	50	—	10,625	120	—

Invisible Exports and Imports.

" Invisible " exports, including visitors and tourists, expenditure from capital by mining and other companies, remittances from emigrants, incomes from abroad of persons living in Cyprus, commission and fees to insurance, shipping and other agents, profits on exports by merchants, are estimated to amount to £437,000.

" Invisible " imports in the form of money sent away for education of children and for investment abroad, and taken away by persons on holiday and by emigrants, insurance premiums, payments to pensioners living abroad, Imperial defence, and payments on account of public debt, are estimated to amount to £302,000.

The total (estimated), therefore, of imports and exports, visible and invisible (excluding specie) during 1938 amounted to:—

	£
Imports	2,548,435
Exports	2,915,256

Development.

It is satisfactory to note that the trade balance continues to be favourable, and that the demand for Cyprus products in the United Kingdom and the Empire generally is being maintained.

The possibility of development depends largely on standardization of qualities and kinds and proper packing of agricultural products intended for export. Legislation is in force providing for the inspection and grading of such products.

The Trade Development Officer is largely responsible for the work of finding new outlets for Cyprus produce.

The number of persons who entered Cyprus in 1938 was 12,469 compared with 11,546 in 1937, 10,170 in 1936 and 9,471 in 1935.

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The number of tourists landing for the day was approximately 2,000. The estimated profit accruing to the island from tourists and visitors was £182,000.

VIII.—LABOUR.

About 8,000 persons were regularly employed during the year in the mines and about 6,000 in various small industries. The bulk of the population is engaged in agriculture either as independent peasant farmers or to a less extent as labourers on other peasants' land. Labour is plentiful and employment in industry, chiftliks or citrus plantations is regarded as a means whereby a family can supplement its earnings from its own property. The Cypriot is used to working long hours, but his rate of output under such conditions is slow. The mines are using increasingly contract or piece work systems since it has been found that a greater output in shorter hours results.

Labour offers itself spontaneously and no contractual obligations are entered into with employers. Under the Mines Regulation Amendment Law of 1925, employers are liable to pay compensation in the event of death or injury to workers in the mines. A Workmen's Compensation Bill to provide for the payment of compensation to employees in certain other occupations was published in 1938 but has not yet become law. The following legislation concerns conditions of labour:—

The Mines Regulation (Amendment) Laws, 1882 to 1928.
The Hours of Employment Law, 1927.
The Shop Hours Law, 1927.
The Employment of Women (during the Night) Law, 1932.
The Employment of Children and Young Persons Law, 1932.
The Employment of Women (in Mines) Law, 1936.
The Trades and Industries (Regulation) Law, 1937.
The Summer Afternoon Recess Law, 1938.

The last mentioned law provides for a compulsory afternoon recess of two hours in all places of business during the months of July to September inclusive.

Trade Unions are registered under the Trade Unions Law, 1932. There were eight new trade unions in 1938, i.e. the Nicosia Press Workers, the Nicosia Employees of Establishments for Public Entertainments and Service, the Nicosia Masons and Labour Employees of Masons, the Nicosia Bakers' Employees, the Limassol Coopers, the Famagusta Carpenters and their Apprentices, the Nicosia Carpenters' Employees and the Famagusta Blacksmiths' Employees Trade Unions. Altogether 19 trade unions are registered.

There were 18 strikes in 1938 all on a small scale and involving only small numbers of workmen. The duration of the longest was 38 days, and four were settled in a few hours.

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The hours of work in the Public Works Department were reduced during the year from an average of 60 hours per week to an average of 57 hours. The average hours of work in the Railway Department are 53 and in the mines 52. The Trade Union of Masons in Famagusta arranged with contractors that the hours of work should be nine and a-half hours a day in summer, nine hours a day in spring and autumn and eight hours a day in winter.

Conditions of labour are kept under continuous review through the Trades and Industries Regulation Law, which requires that trades and industries in the principal town areas should be registered with the Commissioner of the District. Registration is dependent upon certificates by the Director of Public Works and the Director of Medical Services regarding the safety and health conditions in the premises, and the Commissioner may also impose special conditions on registration. Full powers of inspection are enjoyed by the Commissioners under the law.

Most trades and industries in the Colony are operated on a very small scale, with very small capital and with a small number of employees frequently consisting in part of members of the owner's own family. District Commissioners are therefore considered the most suitable officers to supervise labour conditions. A Labour Adviser was, however, appointed in 1938 to advise Government on labour questions generally and Commissioners in their duties as Registrars under the Trades and Industries (Regulation) Law. Labour in mines comes within the purview of the Inspector of Mines, but the Commissioners in those districts in which there are mines also take a close interest in the conditions under which miners are employed.

There is no public system of accident, sickness or old age insurance.

IX.—WAGES AND COST OF LIVING.

The following table illustrates the position with regard to wages as compared with 1937:—

Occupation.	*Average Rates of Wages.* 1937. *Per diem.*	1938. *Per diem.*
Railway—		
Skilled	29 p. (=11·6 loaves)	29 p. (=14·5 loaves)
Unskilled	16 p. (= 6·4 ,,)	17 p. (= 8·5 ,,)
Public Works—		
Skilled	24 p. (= 9·6 ,,)	23 p. (=11·5 ,,)
Unskilled	13½p. (= 5·4 ,,)	14 p. (= 7 ,,)
Women and Children ...	8 p. (= 3·2 ,,)	8 p. (= 4 ,,)
Mines—		
Men, underground ...	32 p. (=12·8 ,,)	32 p. (=16 ,,)
Men, surface	25 p. (=10 ,,)	24 p. (=12 ,,)
Women, surface ...	9 p. (= 3·6 ,,)	9 p. (= 4·5 ,,)

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Average prices of the stable articles of food of a family of the unskilled labouring class were as follows:—

	Average price per oke.	
	1937.	*1938.*
	s. p.	*s. p.*
Bread	0 2½	0 2
Native-made cheese	2 1½	1 5
Olives	0 4	0 3
Olive oil	1 4½	1 2
Beans and lentils	0 3½	0 3½
Potatoes	0 1½	0 1½
Wild vegetables found in the fields	Free	Free
Meat (once a week)	1 6	1 4
Dried fish (herrings, sardines) each	0 0½	0 0½
Bulgur and rice	0 3½	0 3½
Salt	0 2½	0 2½
Fruit	0 1	0 1
Onions	0 1½	0 1
Other vegetables (average)	0 1	0 1

No cost of living data have been obtained in Cyprus. The following rough estimates of the household economy of a man and wife with three children of the class of unskilled casual labourers in Nicosia town and district may be taken as a general guide:—

Town.	*Village.*
Cash earnings during the working days of the year.	Cash earnings during the working days of the year.
£49 10s. 0d.	£40 17s. 7d.
Cost of living:	Cost of living:
£46 6s. 0d.	£34 10s. 0d.

The estimate of earnings makes no allowance for the cash earnings of the labourer's children which are an important supplement to the family income, and the estimate of the cost of living represents the approximate amount expended in cash on food, rent, clothes, and boots, with no allowance for the fact that many labourers themselves own and to some extent subsist on the products of small plots of land.

Although the prices of staple articles of food were lower in 1938 than in 1937, it is estimated that more was spent on food by labourers in 1938 as a result of a gradually improving standard of living.

The following information relates to the cost of living for officials.

Cost of living for a single man.—Board and lodging can be obtained in an hotel for £9 to £12 per month. This is an inclusive charge and usually includes everything save personal washing, for which the local charge is about 2s. per dozen articles, large or small. To give some idea of the drink bills,

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which is entirely a matter of personal habit, the following bazaar prices are inserted:—

	Per bottle. s. d.
Whisky	7 0
Gin	5 0
Local wine	3d. to 2 6
	Per dozen bottles. s. d.
Good local mineral water	0 8

Cost of living in a house to a married couple:—

	Per month.
Food	£10 to £13
Two servants	£5 to £8
Rent	£3 to £7
Fuel and light	£2 to £4
Washing	£1 5s.
	£21 to £33

To this figure, which represents comfortable but plain living, must be added for children (without an English nurse) £5 for the first and £3 for each additional child. In addition, it is estimated that a married officer will normally spend a further £20 per month on club, games, charity, subscriptions, amusements, furniture, clothes, provision for holiday, drinks, etc.

Housing accommodation has lately become less scarce; rents for unfurnished houses vary from £36 to £84 per annum, usually payable monthly. There is a limited number of Government houses, some of which are earmarked for definite officials, and some are normally available generally; the Government charges 6 per cent. of the official salaries of the occupants. In Nicosia the houses not earmarked are seldom available for newly arrived officers. Steps have been taken to furnish Commissioners' houses and some others, at Government expense.

Good furniture is made locally, and the cost of equipping a small house, excluding silver, china, and other than cheap rugs, is about £100.

It is usual in English households to employ a cook and a house-servant; these can be of either sex and should be regarded as a minimum. Wages are paid as under:—

Men, £3 10s. to £5 per month, inclusive.
Boys, £2 10s. to £3 10s. per month, inclusive.
Women, £2 to £4 per month, inclusive.

The maximum is paid to those able to speak English.

The best hotels are of moderate comfort and clean and provide good plain fare. Terms vary from 8s. to 10s. a day. For prolonged periods the rates vary from £9 to £12 a month for

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board and lodging. The minimum price at which a married couple can live in an hotel is £18 per month for board and lodging. Adding to this a minimum of £1 for tipping, which is approximately 5 per cent. and 10s. for washing, the bare minimum is £19 10s. per month or £234 per annum. This represents living in one small room which must serve, in addition to a bedroom, as a writing room, a room for receiving guests, and a dressing room.

Travelling is chiefly performed in motor cars, which can usually be hired at a cost of 3p. (4d.) a mile. Government makes allowances to officials while travelling on duty varying from 2p. to 3p. per mile if using their own cars, and also pays the actual cost of a hired car. Subsistence allowance, varying from 2s. to 8s. a day (for Judges of the Supreme Court 12s. a day), is also granted to officials travelling on duty while away from their head station.

Free medical (excluding dental) treatment is available for officials, but not for their families.

Clothing, amusements, and sport are obtainable at moderate prices.

There is no income tax.

X.—EDUCATION AND WELFARE INSTITUTIONS.

Primary Education.

Education is voluntary, but legislative provision for the exercise of compulsory powers has existed since 1931.

Since 1933 elementary education has been directly controlled by the Government. Each religious community has an entirely separate system of schools. Orthodox-Christian and Maronite schools are taught in Greek, Moslem schools in Turkish. The establishment of private elementary schools requires Government authority.

Salaries of teachers in elementary schools and gratuities on retirement are paid direct from the revenues of the Colony. Mistresses are obliged to retire on marriage. The total cost of teachers' salaries in the school year 1937-8 was £100,231; gratuities amounted to £2,822.

School buildings, equipment, books, etc., are provided by town or village authorities. The amounts approved for this purpose are raised among Orthodox-Christians by special assessments made according to the means of individual inhabitants, and among Moslems and Maronites by the addition of the appropriate percentage to the Immovable Property Tax. The total amount so raised in the school year 1937-8 was £29,614.

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The provision of buildings, etc., is facilitated by the existence of Education Funds, representing the accumulated balances of certain special taxes formerly earmarked for education purposes. These are administered by the Education Department, which, with the advice of the Boards of Education, makes loans at low interest and grants for building purposes. The total amount so lent in 1937-8 was £5,112, while grants were made amounting in all to £2,237. School buildings are being rapidly improved by this system.

The number of Government elementary schools in operation in the school year 1937-8 was:—

	Boys.	*Girls.*	*Mixed.*	*Total.*
Orthodox-Christian ...	37	36	418	491
Moslem	28	27	157	212
Maronite	1	1	3	5
Total	66	64	578	708

(The total for 1936-7 was 716.) The process of amalgamating boys' and girls' schools was continued.

The number of pupils enrolled in these schools at the beginning of the same school year was:—

	Boys.	*Girls.*	*Total.*
Orthodox-Christian	21,347	16,144	37,491
Moslem	4,431	3,046	7,477
Maronite	113	102	215
Total	25,891	19,292	45,183

(The total for the previous year was 45,161.) Children are entitled to free education from the age of six up to the end of the teaching year preceding their fourteenth birthday.

The number of teachers employed in Government elementary schools during the school year was:—

	Masters.	*Mistresses.*	*Total.*
Orthodox-Christian	622	335	957
Moslem	213	45	258
Maronite	4	3	7
Total	839	383	1,222

(The total number employed in 1936-7 was 1,202.)

English is included in the curriculum of all the larger schools. A knowledge of English is a condition of the promotion of elementary schoolmasters.

There are two small private schools for English children in Nicosia.

The total cost of elementary education to the Colony during 1937-8 was £145,532, i.e., 8s. per head of population or £3 2s. 5d. per pupil. Of this sum £110,815 or 6s. 1d. per head of population came from Colonial Revenue.

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Secondary Education.

The Secondary Education Law, 1935, brought into force in March, 1936, provides for the registration and inspection of all secondary schools and for the licensing of all teachers in such schools, and gives power to Government to refuse or cancel registration or licence in certain cases. All secondary schools are eligible for grants-in-aid on conforming to the conditions imposed by regulations made under the Law, which include Government's approval of the curriculum.

The Moslem Boys' Lycée and Victoria Girls' School, both in Nicosia, are under the management of a governing body appointed by the Governor. The curriculum of the Lycée follows the lines of similar schools in Turkey, with an alternative modern side in the upper classes. The Headmaster and two assistant masters, of whom one is in charge of the boarding house, are English. At the Victoria School the Headmistress, an assistant mistress for physical training, and part-time teachers of teaching methods and of arts and crafts are English. The school is being developed with special attention to domestic science and physical training; an extra class was added in 1937 for the training of elementary schoolmistresses.

Orthodox-Christian schools under public management include a gymnasium (classical secondary school) in each of the six towns except Larnaca, a commercial lyceum in that town, and girls' high schools in Nicosia, Famagusta, and Limassol. These are all managed by town committees appointed under the Elementary Education Laws. The curriculum of Limassol and Famagusta Gymnasiums and the Larnaca Lyceum is being reorganized on approved lines. The Famagusta Gymnasium and the Larnaca Lyceum employed an English master.

The villages of Evrykhou, Lapithos, Morphou and Rizokarpaso have high schools corresponding to the lower classes of a gymnasium, and the village of Pedhoulas a practical or commercial school employing an English master; all these are run by local committees. The hill village of Lemithou has a well-endowed commercial school managed by trustees appointed by the Governor, with an English headmaster and one English assistant master; this school is taught in English.

The Latin (Roman Catholic) community has schools for boys and girls at Nicosia and Larnaca, and for girls at Limassol, all under religious management. The Armenians have mixed schools at Nicosia, Famagusta, Larnaca and Limassol. All these cater for pupils of both primary and secondary school age. The Melkonian Educational Institute, Nicosia, is a large Armenian secondary school, founded as an orphanage for children of refugees, both boys and girls.

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The English School, Nicosia, is a secondary school for Cypriot boys of all denominations. After 35 years in private hands it came under Government control in 1936 and has been reorganized and enlarged. The headmaster and six assistant masters are English. New buildings are being erected on a commanding site above the town. The school provides a modern education in English up to London Matriculation standard. The American Academies (for boys and girls at Larnaca, for girls at Nicosia), conducted by the Reformed Presbyterian Mission, admit pupils of all denominations who are taught in English. There are also private schools of a commercial type and of varying degrees of importance at Nicosia, Famagusta and Limassol, two private girls' schools at Limassol, and several small private teaching establishments in villages. The Cyprus College, Nicosia, provides instruction in English and commercial subjects and includes evening classes.

Night schools are run by Masonic Lodges in Nicosia and Limassol.

Secondary schools received a total of £7,347 from Colonial revenue in 1937-8 as grants-in-aid.

University Education.

There is no University or University College in Cyprus. Students go from the gymnasiums or the Moslem Lycée to the Universities of Greece or Turkey, especially to study law or medicine; an increasing number are, however, now going to the Inns of Court and to English Universities, polytechnics, engineering Colleges, hospitals, etc.

Through the generosity of the British Council a growing number of teachers and inspectors have been sent to England for University courses. One Sub-Inspector of the Education Department and one secondary schoolmaster from Famagusta Gymnasium resumed duty in 1938 after such courses. Another Sub-Inspector, three secondary schoolmasters, one secondary schoolmistress, three elementary schoolmasters and two prospective teachers, one of domestic science and one of physical training, went to England in September, 1938, for similar practical and theoretical training. Two more elementary schoolmistresses who were sent upon similar courses in 1937 continued their studies in 1938.

Various examinations of the University of London are held by the Education Department.

Training of Teachers.

The Government Normal School for the training of elementary schoolmasters (Orthodox-Christian and Moslem) is situated on the grounds of the Agricultural Department's central experimental farm at Morphou, and provides a practical and

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theoretical training in agriculture, suitable to rural conditions in Cyprus, as part of a two years' course in education. The staff consists of an English Principal, a Cypriot agricultural assistant, and two Cypriot assistant masters who had previously been sent to England for a course of two years' study at the University College of the South-West, Exeter. All instruction is given in English.

It is intended on the return from England of the two elementary schoolmistresses mentioned in the preceding section to appoint them to the staff of a similar training college for schoolmistresses, which will combine a training in health, infant welfare, domestic science, etc., with the course in education.

Three holiday courses of instruction in physical training and general educational subjects were given to selected elementary school-teachers during 1938.

Technical Education.

The only institution at which technical instruction is systematically given is the Melkonian Institute, Nicosia, which has established a trade school for its pupils with wood and metal workshops and practical instruction in shoe-making and tailoring.

Carpentry and bee-keeping are taught in a few elementary schools, and wherever the country is suitable there are school gardens in which the children receive elementary agricultural instruction. Needlework is widely taught in girls' schools, and sericulture is encouraged by the free issue of silk-worm seed and by demonstrations of efficient and hygienic methods arranged by the Agricultural Department.

Apprentices are taken by the Public Works Department as well as in some of the mines and in the most important trades.

Government Examinations.

The Government examinations in English, Turkish and Greek were held as usual during the year. Of the 1,409 candidates who presented themselves for the examinations in English, 616 were successful and were awarded certificates.

Welfare, etc.

In Nicosia there are three orphanages, two Greek managed by a committee of which the Archbishop of Cyprus is Chairman, and the other Armenian managed by a special committee of the General Union of Armenian Benevolence in Paris. There are Infant Welfare Centres in all the larger towns. There are Day Nurseries for children of working mothers in Nicosia and Limassol. Societies for providing meals for poor schoolchildren exist in all the larger towns. Summer holiday camps for weakly children are arranged by societies in Nicosia, Famagusta and Larnaca.

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The following benevolent societies are noteworthy: the Moslem Benevolent Society Nicosia, the "Workroom for Moslem Women" at Lapithos, and the Mana Society Nicosia which provides clothes for poor school-children and runs the Nicosia Day Nursery. There are societies similar to the Mana Society in the chief towns of each district.

In 1927, in consequence of the report of a delegation from the British Social Hygiene Council which visited Cyprus in the previous year, a venereal disease specialist and a pathologist were appointed in the Medical Department, and the Cyprus Social Hygiene Council was formed. The Council, with the Governor as president and the Director of Medical Services as chairman, includes the Director of Education, the Attorney-General, the Moslem Delegate of Evcaf, the Commissioner of Police, the Mayors of the leading towns, and representatives of all classes of the community. Its duty is to make recommendations to the Government for action for social welfare and hygiene, legislative, financial and administrative. (In 1937 the Honorary Secretary attended the English Imperial Social Hygiene Congress in London as the Cyprus Delegate.) As a result of the Council's work a law for the protection of female domestic servants was passed in 1928, requiring employers to register each servant girl under the age of 18, and to report to the Commissioner and the Police when a girl leaves their employment. A new Female Domestic Servants Law was under preparation by Government during 1938.

In 1936 a Welfare Committee for the Leper Farm was established with the object of interesting the public in the inmates and arranging concerts and cinema shows at the Leper Farm. The British Empire Leprosy Relief Association sent a delegate to Cyprus during 1938.

In 1935 the Cyprus Anti-Tuberculosis League, which is affiliated to the National Association for the Prevention of Tuberculosis, London, was inaugurated. The Governor is Patron, the Colonial Secretary Vice-Patron, and the Director of Medical Services, President. The League is established for the study of tuberculosis in all its forms and relations, and the dissemination of knowledge concerning the causes, treatment and prevention of tuberculosis. The League has established the Philip Tuberculosis Dispensary in Nicosia and an extension ward at the Athalassa Sanatorium, and has inaugurated classes for the training of Health Visitors. It also publishes 5,000 copies of a monthly pamphlet, "Cyprus Public Health," and distributes educational posters and other literature.

St. John's Ambulance Association Courses in First Aid and Home Nursing have been arranged for women, with a view to the establishment of a permanent nursing unit for any national emergency. Thirty First Aid Certificates have been awarded to women, and four Home Nursing Certificates.

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The school for blind children, which is supported by contributions from the Government, the Municipalities, and the general public, was moved to new premises in 1936, and there are now 16 boys in residence. The superintendent is an English woman who is a trained teacher of the blind, and the children are all taught a trade and receive instruction in reading and writing in Greek and English braille, in arithmetic, rush-mat making, chair caning, basket work, knitting and violin playing. A workshop for the older boys is now established in Nicosia.

Games are spreading in the elementary and secondary schools, but progress is hampered by lack of grounds. Association football is especially popular in the island, and matches are played between the various towns. Hockey is played occasionally in the towns. Both the Orthodox-Christian and Moslem communities hold annual sports.

There is a public library in Nicosia. Libraries are gradually being built up in the elementary and secondary schools. Grants for the improvement of school libraries have been made by the British Council. Schools of music exist in various towns and pupils are prepared for the examinations for the diplomas of Associate and Licentiate of the Trinity College of Music; an examiner from this college comes yearly to Cyprus to examine the candidates. In 1935 for the first time a special scholarship at Trinity College, London, was awarded to an Armenian Cypriot student, and in 1936 another Armenian Cypriot student gained a scholarship. Both these scholarships were extended in 1938, and the student who was granted the scholarship in 1935 has been awarded a Fellowship of Trinity College of Music. Music and singing are also taught to a limited extent in the schools. The " Philharmonic Society," organized during 1933, now has a membership of 200 and gives public concerts each winter. Drama is limited to occasional performances by schools and societies such as the Nicosia Amateur Dramatic Society, and by touring companies from Greece in the summer.

XI.—COMMUNICATIONS AND TRANSPORT.

Shipping.

Seven hundred and thirty-one steamships and 562 sailing vessels engaged in foreign trade called at Cyprus ports in 1938, an increase of 57 steamships and a decrease of 46 sailing vessels, as compared with 1937. The total tonnage of vessels of all classes entering Cyprus was 77,301 tons more than that of the previous year.

There were 69 more steamships and 60 less sailing vessels engaged in coastal trade, representing an increase of 124,704 tons.

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The regular weekly subsidized mail service between Cyprus and Egypt was continued throughout 1938 by the Khedivial Mail Steamship and Graving Dock Company, Limited.

The " Adriatica " Societa Anonima di Navigazione continued a weekly express service, begun at the end of 1930, from Trieste and Brindisi to Larnaca, Jaffa, Tel-Aviv, Haifa and Beirut. By this route the journey to London is made in five and a half days. The same Company maintained three fortnightly services of passenger steamers, which visited Famagusta, Larnaca and Limassol, on itineraries including Egypt, Palestine, Syria, Turkey, Cyprus, Rhodes, Greece, Crete and the Adriatic ports. Vessels of the Messageries Maritimes called at Larnaca monthly up to May.

Cargo steamers of the Moss Line, Prince Line, Ellerman and Papayanni Lines, and Westcott and Laurence Line called at fortnightly intervals on itineraries including ports in the United Kingdom, Belgium, Gibraltar, Egypt, Malta, Palestine and Syria. Also steamers of the General Steam Navigation Company, the Deutsche Levante Linie G.m.B.H., the Palestine Maritime Lloyd Co., the Svenska Orient Linien, the Norwegian Mediterranean Line and some other steamship companies call at varying intervals at Cyprus ports. Most of these steamers have accommodation for a few passengers.

The Hellenic Coast Lines, Limited, mainained two fortnightly services between Greece, Cyprus, Palestine, Egypt and Syria.

Foreign Mails.

The time taken in transit by mails from the United Kingdom is from five days to a week.

The total number of bags and packets of foreign mails was 7,854 received and 3,474 despatched, a decrease of 18 in the number received and 204 in the number despatched as compared with the preceding year. The bulk of overseas mail was received and despatched by the subsidized Khedivial mail steamers operating weekly sailings between Egypt and Cyprus and by the Express Line of the " Adriatica " Steamship Company operating weekly sailings between Italy, Cyprus and Palestine. The latter service has been maintained throughout the year, the company receiving the actual Transit Charges due for the carriage of mails in accordance with the Postal Union Convention. The Contract with the Khedivial Mail Steamship Company which had been extended to the 30th of April, 1938, was further extended for a period of two years from the 1st of May, 1938, with certain new conditions, providing, *inter alia,* for six special calls by larger vessels during the summer season.

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There were 3,907 bags and packets of letter mails received and 1,902 bags and packets despatched by the Khedivial Mail Steamship Company; and 3,577 bags were received and 1,333 bags were despatched by the " Adriatica " Steamship Company.

Mails to and from Europe, Palestine, Syria, Turkey and Greece were carried throughout the year by vessels of the " Adriatica " Steamship Company and the Hellenic Coast Line and for five months only by vessels of the Messageries Maritimes, which discontinued calling at Cyprus ports after May, 1938. The number of bags and packets of letter mails received and despatched by the above vessels numbered 370 and 239, respectively, a decrease of 54 and 34, respectively, as compared with figures for 1937.

Parcels destined for countries abroad show an increase of 249 on the figures for 1937. The estimated value of merchandise exported by parcel post was £46,455, an increase of £3,071 as compared with 1937. The principal items in the list are artificial teeth valued at £22,126 and embroidery and lace valued at £15,888. Parcels received from abroad show an increase of 2,519 on the figures for 1937. The value of parcels imported was upwards of £77,526, an increase of £10,170 compared with the figures for 1937. The number and value of cash-on-delivery parcels, inward and outward, show a slight increase during the year under review. The Customs Import Duties collected by the Department on inward foreign parcels and letter packets amounted to £12,901 as compared with £11,188 in 1937.

Air mail correspondence originating in Cyprus was sent by ordinary mail to Egypt and Palestine for onward transmission by the England—India—Australia and England—South Africa Air Mail services. During the year under review 29,135 articles, including 3,652 registered items were despatched to Egypt and 9,761 articles including 774 registered items were despatched to Palestine. The total weight of all correspondence despatched was 423 kilogrammes and the amount paid in 1938 was £600. Compared with the figures for the previous year there was an increase of 12,651 items in number and 137 kilogrammes in weight in the articles despatched.

In June, 1938, a temporary weekly air service between Egypt, Iraq, Palestine and Cyprus was, as in previous years, established by Messrs. Misr Airwork, S.A.E. The service started with first flight to Cyprus on the 16th June, 1938, and was discontinued with the last flight from Cyprus on the 30th September, 1938. During the period the service was in operation 4,021 articles, weighing 62 kilogrammes, were received from Egypt; 1,251 articles, weighing 14 kilogrammes, were received from Palestine; and 302 articles, weighing 3 kilogrammes, from Iraq. 4,818 articles, weighing 51 kilogrammes (including 3,742 items for

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onward transmission by air); 1,567 articles, weighing 15 kilogrammes (including 201 items for onward transmission by air); and 191 articles, weighing 2 kilogrammes, were sent to Egypt, Palestine and Iraq, respectively. The total weight of all correspondence despatched by this service from Cyprus was 68 kilogrammes at a cost of £18.

Internal Posts.

Fifteen post offices, including the three summer offices of Troodos, Platres and Pedhoulas, were in operation during the year. There were in addition 592 postal agencies, at 26 of which postal order business was transacted in addition to the sale of stamps and posting and delivery of ordinary and registered correspondence and local parcels.

Motor mail services are run daily between the various towns of the island (the service between Nicosia and Larnaca and Nicosia and Limassol is twice daily) throughout the year and to the three summer offices for about four months; and there are branch post services to the villages either by motor or by animal. The estimated number of miles travelled in the conveyance of mails during 1938 is 765,000, as compared with 710,000 in the previous year. Of these, 580,000 miles were covered by motor transport and 185,000 miles by other means of transport.

The series of postage and revenue stamps consisted, up to the 11th of May, 1938, of 14 denominations, ranging from ¼ piastre to £5, of which the first 11 denominations were of a pictorial design (five of which bore the head of His late Majesty King George V in a medallion incorporated in the design), and the last three, viz.: 90 piastres, £1 and £5, were of the late King's Head issue. On and after the 12th of May, 1938, a revised issue was placed on sale consisting of 13 denominations only, ranging from ¼ piastre to £1 (the £5 stamp having been abolished) of which the first 11 denominations, with the exception of the 4½ and 9 piastres, are of the same pictorial design, all denominations, however, having the head of His Majesty King George VI, in a medallion, incorporated in the design, excepting the 90 piastres and £1 stamps which bear the King's portrait.

Stamps and stamped stationery sold during the year amounted to £90,723, a decrease of £656 over 1937. Of this amount it is estimated that £33,000 were derived from the sale of stamps for postal purposes. Stamps to the value of £7,560 were sold to stamp dealers and philatelists.

The total number of articles dealt with by the Post Office was 4,798,695, an increase of 470,502 on the figures for 1937.

The number of British Postal Orders sold during the year was 42,796 to the value of £27,181, an increase of 2,776 in number and £1,990 in value. The number cashed was 64,635

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to the value of £49,673, an increase of 1,334 in number and £916 in value.

The number of Money Orders issued was 5,218 to the value of £18,596; and the number paid was 8,215 to the value of £33,529.

Telegraphs, Telephones and Wireless.

Cable and Wireless, Limited, maintain a telegraph cable between Larnaca and Alexandria and Larnaca and Haifa, and land telegraphs between the six principal towns of the island. During the summer season Platres, Troodos, Prodhromos and Pedhoulas are connected with the system. The only Government telegraph is a line along the railway.

The number of licences to instal or maintain wireless telegraphy receiving apparatus issued under the provisions of the Wireless Telegraphy Regulations, 1934, was 2,485, an increase of 878 as compared with the preceding year. In addition, 75 dealers' licences were issued, an increase of 11 over 1937.

A public telephone service is maintained by Cable and Wireless, Limited, serving the six chief towns, Lefka, Zyyi, and Troodos. Extensions to some villages have been arranged, and more are in contemplation.

There is a wireless telegraphy station at Larnaca which was installed in 1933 by Cable and Wireless, Limited.

Railways.

The Cyprus Government Railway consists of a line from Famagusta through Nicosia and Morphou into the foothills of the Southern Range at Kalokhorio in the Solea Valley. The total length of this line is 71 miles, of which only 37, between Nicosia and Famagusta Harbour, are now open to regular passenger rail traffic. The section between Nicosia and Kalokhorio is served by special goods trains as traffic demands. By arrangement, rail trolleys may be hired for the conveyance of passengers.

There are two extensions of the Government railway operated as private lines: one runs from the Phokasa mine in the Solea valley below Evrykhou, the other from the Mavrovouni mine-head along the Xero river bed; both branches converge at the new mining township of Xero.

The working expenditure and the gross earnings for the year were £19,602 and £26,799, showing an increase of £1,139 and a decrease of £1,743, respectively, on the figures for 1937.

The following table shows the passenger traffic for the last three years:—

	No. of Passengers.	*Receipts.* £
1936	106,577	3,943
1937	106,803	3,259
1938	119,486	3,117

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Railway road-feeder and collection and delivery services ran 149,890 miles and carried 42,103 tons and 9,387 passengers.

A total of 71,205 tons of goods was carried by road and rail against payment during the year, a decrease of 9,665 tons compared with 1937. Receipts were £19,654 as against £21,714 in 1937.

Roads.

The Colony is served by an excellent arterial road system providing communication between every important town and many of the more important villages. To this primary system a secondary system of feeder roads connects most of the villages of the island. The arterial or main road system comprises 886 miles of roads, of which 644 miles are asphalted, and is maintained by the Public Works Department.

The secondary system of feeder or village roads totals 1,716 miles and is maintained by the district administration in each district. No part of this system is asphalted.

XII.—PUBLIC WORKS.

The work of the Public Works Department includes the construction and repair of all main roads and Government buildings throughout the island, the maintenance of harbours and lighthouses, the construction of village water-supplies, the inspection of all steam boilers annually and of all public vehicles quarterly, and the maintenance of public services such as the water-supplies to Government buildings and residences.

The Department also undertakes all Royal Engineer services in the Colony and provides engineering services for the Nicosia water administration, the Troodos Summer Resort Development Board, and the building committees of the six principal towns.

In 1938 the expenditure including maintenance and new works amounted to £199,513.

Drilling of wells for water-supply was continued resulting in about 5,259,880 gallons a day being made available.

Nineteen schemes for the improvement of village water-supplies were completed and 41 schemes investigated. Half the cost of these works is provided by Government and half by the villages concerned.

XIII.—JUSTICE, POLICE AND PRISONS.

Justice.

The present judicial system is based on the Courts of Justice Laws, 1935 and 1938, which provide for:—

(1) A Supreme Court, consisting of a Chief Justice and two or more Puisne Judges, with appellate jurisdiction

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both civil and criminal over the decisions of all other Courts, and with original jurisdiction as a Colonial Court of Admiralty under the Imperial Act of 1890 and in matrimonial causes, having powers in such causes similar to those of the High Court in England. A single Judge exercises the original jurisdiction of the Court, and his decision is subject to review by the full Court.

(2) Six Assize Courts one for each District with unlimited criminal jurisdiction and power to order compensation up to £300. These Courts are constituted by a Judge of the Supreme Court sitting with a President of a District Court and a District Judge or with two District Judges. This bench of three is nominated by the Chief Justice whenever a sitting is to be held.

(3) Six District Courts one for each District consisting of a President and such District Judges and Magistrates as the Governor may from time to time direct. There are at present three Presidents each in charge of two District Courts, nine District Judges and seven Magistrates. The District Courts exercise original civil and criminal jurisdiction, with limitations dependent upon the bench constituting the Court.

(i) In civil matters (other than those within the original jurisdiction of the Supreme Court) a President and one or two District Judges sitting together have unlimited jurisdiction; a President or a District Judge sitting alone has jurisdiction up to £200, and a Magistrate up to £25. The jurisdiction of a member of the Court sitting alone to try an action on the merits is determined by the amount or value actually in dispute between the parties as disclosed at the settlement of issues or upon the pleadings. A President has also power to hear appeals from decisions of Magistrates in actions where the amount actually in dispute does not exceed £25.

(ii) In criminal matters the jurisdiction of a District Court is exercised by its members sitting singly, and is of a summary character. A President has power to try any offence punishable with imprisonment up to three years or with fine up to £100 or with both, and may order compensation up to £100; a District Judge has power to try any offence punishable with imprisonment up to one year or with fine up to £100 or with both, and may order compensation up to £50; and a Magistrate has power to try any offence punishable with imprisonment up to six months or with fine up to £25 or both, and may order compensation up to £25.

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The Courts of Cyprus apply, where provision cannot be found either in certain Ottoman Legislation as specified in the 1935 Courts of Justice Law or in local legislation, the common law, the rules of equity, and the statutes of general application in force in England on the 5th November, 1914, the date of the Colony's annexation.

The Family Law of the various religious communities is expressly saved. Three Mussulman religious tribunals, established by the Courts Order in Council of 1927, continue to exercise jurisdiction over persons of the Mussulman faith in matters of marriage, divorce, maintenance in relation thereto, inheritance and succession, wills and their registration, and the registration of vaqfiehs. Each tribunal consists of a Sheri Judge having jurisdiction over two Districts. Appeals from their decision are to the Supreme Court.

Criminal Returns.

In 1938 the total number of persons tried at Assizes was 97 against 131 in 1937. Seven persons were tried for murder (of whom six were convicted), and seven for manslaughter (all of whom were convicted). The number of convictions for murder and manslaughter was the same as in 1937. There were four trials on charges of rape, the same number as in 1937. The convictions of persons tried for offences against property dropped from 41 in 1937 to 25 in 1938. The number of summary convictions fell from 24,604 in 1937 to 20,756 in 1938. The principal decrease was in convictions for traffic offences and offences against Forest Laws which fell from 5,372 and 2,271 in 1937 to 3,365 and 1,478 in 1938 respectively. The variations in other classes of summary cases were not noteworthy and a general proportionate decrease is observed.

Civil Proceedings.

Actions begun in the District Courts during 1938 numbered 8,073, against 8,702 in 1937.

Police.

The Cyprus Police Force is constituted under the provisions of Law 2 of 1878. It is an armed force and consists of a Commissioner of Police, Deputy Commissioner of Police, 19 Officers and 707 other ranks, mounted and foot. The Commissioner of Police is at Police Headquarters, Nicosia. The Deputy Commissioner of Police is in charge of Nicosia and Kyrenia Divisions as well as the Criminal Investigation Department. A Superintendent of Police is in charge of the Depot, Training School and Fire Brigade, Nicosia. The Police in each District are normally in the charge of a Superintendent or Assistant Superintendent of Police.

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During the year under report further courses of lectures in First Aid to the Injured were given by the Government Medical Officers. There are now 16 Officers and 92 men in possession of First Aid certificates and 9 Officers and 34 men in possession of First Aid Badges.

The Police Band consists of 30 men under a British Bandmaster.

The actual strength of the Force on the 31st of December, 1938, was as follows:—

Commissioner of Police	1
Deputy Commissioner of Police	1
Superintendents of Police	6
Assistant Superintendent of Police ...	1
Bandmaster	1
Inspectors and Sub-Inspectors	12
Sergeant-Majors	14
Sergeants	59
Constables	634

Discipline during the year was satisfactory.

In addition to the Police, there exists a body of rural constables appointed by the Commissioners, the cost being borne by the villages with a grant-in-aid from the Government. Rural constables are responsible for the protection of the rural areas under their charge, and co-operate with the Police in the prevention and detection of crime and other matters.

Prisons.

The prisons in the Colony consist of the Central or Main Prison, at Nicosia, which accommodates male and female prisoners, serving both long and short sentences, and five small District Prisons which are used for the custody of persons serving short sentences of imprisonment. The accommodation in the Central Prison is such that the separate system can normally be maintained throughout the year, prisoners working in association in the workshops and in outside gangs. In the District Prisons the prisoners work in associated gangs by day and sleep in a dormitory. Separate prisons are also maintained in the Districts for females undergoing short sentences.

The Central Prison is in the charge of a Resident Superintendent, and the five District Prisons are in the charge of Police Officers designated Governors of Prisons who perform these duties in addition to their Police duties. All prisons are under the direction of an Inspector of Prisons. The latter is normally the Commissioner of Police.

The lease of a farm near the Central Prison hitherto used for the employment of prisoners has been discontinued as there is sufficient land in the prison area itself for this purpose. There is also a dairy at the prison which is run by prison labour.

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Long sentence prisoners are mainly employed upon work of an industrial character including tailoring, baking, carpet-making, carpentering, boot-repairing, building, etc. Educational facilities are given to illiterate prisoners. Priests of all denominations are allowed to visit prisoners. Short sentence prisoners are employed upon cleaning Government offices and hospitals, stone-breaking, agricultural work and preserving ancient monuments.

Recreation in the form of football and various other games is allowed to prisoners during exercise hours on Saturday afternoons, Sundays and public holidays.

Remission of sentence is granted to prisoners of good conduct.

There is a Reformatory for juvenile offenders at Athalassa Farm. Twenty-three juveniles were admitted to the Reformatory during the year and 25 were discharged. The daily average number of juveniles in the Reformatory was 16·65 as compared with 13·90 in 1937.

Adolescent offenders also are sent to this Institution provided that their sentence of imprisonment is over two months and they are physically fit. They are employed upon general farm labour, animal husbandry and other useful work. The daily average number of adolescents at Athalassa Reformatory was 51·41 as compared with 45·52 in 1937: 131 adolescents were released during the year of whom eight were subsequently re-convicted. As far as possible the Reformatory boys are kept segregated from the adolescents.

Discipline was good throughout the year. The daily average number of persons detained in all prisons and the Reformatory was 565·48 as compared with 681·88 in 1937. The sanitary condition of the prisons and the health of prisoners was satisfactory. The daily average on the sick list was 12·51 against 10·92 in 1937.

The Colony's Prison Staff on the 31st December, 1938, consisted of a Resident Superintendent, Central Prison, a Chief Warder, an Assistant Chief Warder, a Sergeant-Major, 12 Sergeants and 71 Warders.

XIV.—LEGISLATION.

Thirty-four Laws were enacted during the year, the most important of which are the following:—

The Departure from the Colony of Natives of the Colony (Regulation) Law, 1938, which requires every native of the Colony departing from the Colony for the purpose of proceeding to any country abroad to be in possession of a passport valid for such country.

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The Cyprus Pensions Order in Council, 1929 (Amendment) Law, 1938, which extends the provisions of the present Pensions Laws to members of the Cyprus Police Force below the rank of Sub-Inspector who were not eligible for pension before.

The Lighting Control Law, 1938, which empowers the Governor in Council to provide by regulation for the total or partial cessation of lighting in the Colony in certain cases.

The Summer Afternoon Recess Law, 1938, which empowers the Governor in Council to direct that places of business shall be closed for certain intervals on certain days during the months of June to September in any year.

The Irrigation Divisions (Villages) Law, 1938, which makes provision for the establishment of village irrigation committees and prescribes their powers and duties.

The Mines Regulations (Amendment) Law, 1938, which empowers the Governor in Council to grant exclusive oil exploration licences.

The Immigration (Amendment) Law, 1938, which empowers the Governor to make regulations for the registration of aliens in the Colony.

The Sale of Food and Drugs Law, 1938, which ensures that food and drugs intended for sale shall not be injurious to health and makes provision for the labelling and sampling of such food and drugs in certain circumstances.

The Immovable Property (Restriction and Postponement of Sales) (Amendment) Law, 1938, which gave to Principal Land Registry Officers additional powers for the postponement of forced sales, in order to protect debtors against abnormal pressure by creditors in view of impending legislation for the relief of agricultural debtors (see the last paragraph but one under the heading " Land and Survey " in Chapter XVII).

Subsidiary Legislation issued during the year 1938.

The following were the more important measures:—

The Summer Afternoon Recess Order, 1938.
The Lodging Houses Regulations, 1938.
The Dairies and Cowsheds Regulations, 1938.
The Deportation (British Subjects) Regulations, 1938.
The Elementary Education (School Libraries) Regulations, 1938.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

Banks.

The chief Banks in Cyprus are the Ottoman Bank, with branches at Nicosia, Larnaca, Limassol, Famagusta and Paphos, and during the summer season Troödos; the Bank of Athens,

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with branches at Limassol and Nicosia; the Bank of Cyprus, Limited, with its office at Nicosia; the Ionian Bank, Limited, with a branch at Nicosia and agencies at Larnaca, Limassol, Famagusta and Paphos; and Barclays Bank (Dominion, Colonial and Overseas), Limited, with branches at Nicosia and Famagusta and an agency at Amiandos (April to October).

There are also six other banks of the nature of savings banks, established under the Companies (Limited Liability) Laws, 1922 to 1934, two at Larnaca, two at Paphos, one at Limassol, and one at Famagusta.

The amount of deposits in banks in the Colony totalled £2,038,730.

The Agricultural Bank, established in June, 1925, under the joint auspices of the Government and the Ottoman Bank, has a total capital of £250,000. It works in close connection with the co-operative societies.

Currency.

Currency notes.—£5, £1 and 10s.

Silver coins.—45, 18, 9, 4½ and 3 piastre pieces.

Copper and cupro-nickel coins.—Piastre, half piastre and quarter piastre.

Gold coins.—£1. The Cyprus £1 is equal to the pound sterling. Gold is rarely if ever seen in circulation. (The Cyprus £1 is divided into 180 piastres, 9 piastres = 1 shilling.)

Weights and Measures.

Capacity.

2 pints = 1 quart.
2⅘ quarts = 1 Cyprus litre.
4 quarts = 1 gallon.
8 gallons = 1 kilé.
9 quarts = 1 kouza
16 kouzas = 1 load } liquid measure.

Weight.

400 drams = 1 oke.
1 oke = 2⅘ lb.
1⅘ okes = 1 Cyprus litre.
5 okes = 1 stone.
44 okes = 1 kantar.
180 okes = 1 Aleppo kantar.
800 okes = 1 ton.

Length.

12 inches = 1 foot.
2 feet = 1 pic.
3 feet = 1 yard.
33 pics = 1 chain.
2,640 pics = 1 mile.

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Land Measure.

1 donum = 60 pics square = 40 yards square (40/121sts. of an acre).
3.025 donums = 1 acre.
1,936 donums = 1 square mile.

XVI.—PUBLIC FINANCE AND TAXATION.

The totals of revenue and expenditure for the last five years are:—

Year.	*Revenue.*	*Grant-in-Aid.*	*Total.*	*Expenditure.*	*Share of Cyprus of Turkish Debt Charge.*	*Total.*
	£	£	£	£	£	£
1934 ...	767,865	92,800	860,665	714,158	92,800	806,958
1935 ...	873,264	92,800	966,064	828,772	92,800	921,572
1936 ...	826,075	92,800	918,875	761,965	92,800	854,765
1937 ...	967,960	92,800	1,060,760	845,038	92,800	937,838
1938 ...	1,023,230	92,800	1,116,030	908,024	92,800	1,000,824

Revenue was £55,270 more than in 1937. Expenditure was £62,986 more than in 1937. The surplus on the year's working was £115,206 and after allowing for depreciation of investments the general revenue balance was increased to £548,112 on the 31st of December, 1938.

The chief increases in Revenue were under Customs Duties (£41,017), Licences and Excise (£9,623), Rents and Royalties (£4,178).

The chief increases in Expenditure were under Administration (£7,617), Agriculture (£6,545), Public Works Extraordinary (£51,768), Antiquities (£5,686).

The Public Debt on the 31st of December, 1938, amounted to £822,300 represented by £615,000 of Cyprus Government 4 per cent. Inscribed Stock, 1956-66, issued in London in 1932, and by £207,300 of Cyprus Government 3 per cent. Inter-Colonial Stock, 1972, issued in London in 1938.

The main heads of taxation in 1938 were as follows:—

	Yield for 1938. £
(1) Import Duties	447,129
(2) Direct Taxes:—	
(*a*) Immovable Property Tax...	110,306
(*b*) Land Registry Fees (Defter Hakani) ...	
(3) Animal Tax...	7,602
(4) Excise:—	
(*a*) Tobacco	124,029
(*b*) Salt	20,515
(5) Licences	32,362
(6) Stamp Duties	54,462

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Customs Tariff.

The following figures show the relative import duties charged:—

	Values of imports £	*Duty* £
Specific	764,230	290,101
12 per cent. *ad valorem*	44,696	4,202
15 ,, ,, ...	16,043	2,316
18 ,, ,, ...	16,877	2,334
20 ,, ,, ...	259,282	36,857
24 ,, ,, ...	258,910	43,914
25 ,, ,, ...	85,732	18,805
30 ,, ,, ...	219,409	34,028
35 ,, ,, ...	41,873	13,611
40 ,, ,, ...	2,778	940
Free of import duty	536,605	—
Total	£2,246,435	£447,108

Excise and Stamp Duties.

Excise duty is payable as under:—

Manufactured tobacco, in addition to the import duty—11s. per oke.

The total amount paid on tobacco during the year was £124,029.

Matches manufactured and sold in Cyprus:—

Equal to the rate of Customs import duty payable for the time being on matches of British Empire origin imported into the Colony.

At present there is no local manufacture of matches.

Playing cards manufactured and used in Cyprus:—

Two-thirds of the rate of import duty payable on playing cards of British Empire origin imported into Cyprus.

The amount paid on playing cards in excise in 1938 was £36.

Licences and fees under this head may be summarized as follows:—

(1) Tobacco, to sell by retail:—

Manufactured tobacco and tumbeki, £1 per annum.

Hawkers, £1 10s.

(2) Intoxicating liquors, to sell by retail:—

In the case of hotels, clubs, etc., an annual percentage on the rental or yearly value of the premises after the rate of 50 per cent., but with certain minimum and maximum rates laid down.

In the case of tents, booths, etc., 2s. per diem.

In the case of any approved building, 10s. per diem.

(3) Others, e.g. sponge and boat licences, fees in respect of animals examined by the veterinary authorities prior

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to shipment, etc., of insufficient revenue importance to justify separate mention.

The sum of £6,383 was paid during the year for licences for wine-selling, and £2,879 for tobacco-selling.

Stamp Duties.—In addition to stamp duties on cheques, agreements, receipts, etc., fees in respect of the undermentioned services are collected in stamps:—

Advocates' examination and enrolment.
Carriage Plates.
Certificate of competence in motor driving.
Club, application to inspect register.
Club, certificate of registration.
Companies' registration.
Court fees.
Delivery Orders to Customs.
Dogs' badges.
Examinations.
Firearms, certificate of registration.
Identity certificates.
Inspection of public motor cars.
Issue of passports and certificates of British nationality.
Marriage fees.
Partnerships registration.
Patents registration.
Permits under the Newspaper, Books and Printing Presses Laws, 1934 to 1936.
Postal charges.
Registration of chemists and druggists.
Registration of Cyprus ships.
Registration of dentists.
Registration of medical diplomas.
Searching fees for births and deaths.
Ships' reports.
Ships' export manifests.
Specification for goods exported.
Trade marks.

The sum of £54,462 was credited to revenue during the year in respect of stamp duties not adjusted to other specific items of revenue.

Hut Tax or Poll Tax.

There is no hut or poll tax in Cyprus.

XVII.—MISCELLANEOUS.

General.

Her Royal Highness the Princess Royal and Lord Harewood visited Cyprus from the 15th to the 26th February, 1938, during which period they toured extensively in the Island visiting many of the remains and monuments of antiquarian interest.

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Land and Survey.

The tenure of land in Cyprus is governed by the Ottoman Land Law and local legislation. Agricultural land in general (arazi mirié) is held by a title deed (qochan), which is issued by the Land Registry Office, the real ownership remaining with the State. It can be alienated by sale, in which case a new title deed is issued and the transaction registered by the Land Registry Office. It is transmissible by inheritance within certain specified degrees of relationship, but cannot be transmitted by will except in the case of a person who was born or whose father was born in the United Kingdom or any of the self-Governing Dominions, whether domiciled in Cyprus or not. If it becomes vacant by failure of heirs, it escheats to the State (as Mahlul). Land left uncultivated for certain periods can in certain circumstances be confiscated and offered to the previous owner on payment of its equivalent value.

Buildings, trees, gardens, vineyards, and wild grafted trees are known as mulk (arazi memluke), and included in this category are building sites within or near a town or village. Immovable property held under this tenure belongs in full to the owner, is alienated, inherited, and transmitted by will like movable property, and the provisions of the land code do not apply to it.

Unowned or waste land is known as hali (arazi mevat) and is the property of the Crown. This may, with the permission of the Government, and on payment of certain fees representing its equivalent value, be taken up and cultivated, the ownership as in the case of arazi mirié remaining with the State.

The law on land is most complicated and land is divided into numerous classes. There are different laws governing the tenure and the transmission of each class, the laws of inheritance being different for Christians and Moslems. Close attention has been given by Government during the past few years to the amendment and simplification of the land laws, and the main Bills of a new land code were ready for publication at the end of the year.

The immovable property in the Colony is valued at £16,862,738 approximately, or £45 0s. 2d. per head of the population. The charges on land and other immovable property in 1938 were (i) tax on immovable property amounting in towns to seven per thousand of the assessed capital value and in villages to four and a half per thousand; (ii) fees on mortgage or transfer by sale or on transmission.

Prices of land vary according to its adaptation to certain crops, its means of irrigation, and its position in relation to towns and villages. They vary, therefore, from a few shillings to £30 or £40 a donum (one-third of an acre), while land in the vicinity of towns, suitable for building sites, may fetch over £200 a

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donum. The average size of a cultivated plot of land is two acres, and of a holding 7½ acres. An intending purchaser would probably have some difficulty in obtaining at a reasonable rate any considerable area of suitable land for development.

The demand by Jews for land in Cyprus for development into orange groves continues to decrease. The total purchases during the year were 140 acres as against 392 acres in 1937. Of these 140 acres, 68 acres were additions to holdings already held by Jews, and 72 acres were acquired by eight new purchasers in the Larnaca, Limassol and Famagusta Districts. The registered value of these properties was £894 and the sale price £2,182 or 244 per cent. of the former as against 212 per cent. in 1937.

Prices at voluntary sales were satisfactory, the average price of land (including trees, gardens and vineyards) being 132 per cent. of the registered value as against 119 per cent. in 1937, while the average price of house property was 149 per cent. of the registered value as against 128 per cent. in 1937.

The policy of fixing a reserve price in forced sales was continued. The recoveries from forced sales amounted to 83 per cent. of the registered value—the same proportion as in 1937.

There were 3,761 attachments affecting 34,325 properties as against 4,352 attachments and 45,014 properties in 1937. Mortgages registered during 1938 numbered 4,967 securing debt to the amount of £536,122, as against 4,811 securing debt to the amount of £521,958 in 1937. Mortgages to the number of 6,012 affecting 32,100 properties were cancelled. There were no Agricultural Bank Securities registered in 1938; those in force on the 31st December, 1938, numbered 1,203, involving 6,080 mortgages securing loans for £191,518.

On the 31st December, 1938, the total mortgage debts of the Colony amounted to £2,207,896 as against £2,203,175 on the corresponding date in 1937. These debts represent 13·09 per cent. of the total value of immovable property. The bulk of the debt contracted in 1938 is accounted for by the renewal of old mortgages including interest accrued, and by the borrowing of funds for the erection of new buildings.

A Bill to provide for the relief of indebtedness of agricultural debtors was published in November, 1938.

The activities of the Survey Branch of the Land Registration and Survey Department were mainly devoted to revisions for the Compulsory Registration Branch and for the Applications Branch. The relation of the new survey of Famagusta to the existing registrations was completed. Contouring for the production of a half-inch map of the island was completed in the Karpas Peninsula. The identification on the ground and fixation of heights of control points on air photographs was continued. A considerable amount of work was done in the laying out of roads and building sites in Nicosia, Famagusta, and Larnaca.

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Co-operative Societies.

At the end of the year there were 282 Co-operative Credit Societies with 17,422 members. There were also 77 Co-operative Societies with 6,496 members, including 15 Co-operative Stores, 15 Wine Making Societies, 33 Savings Banks, 7 Marketing Societies and 7 various Societies.

The thrift movement continued, and there are now 157 rural co-operative societies accepting recurring deposits by weekly payments of units or multiples of 3p. There are approximately 12,000 depositors in these societies and the sum deposited by them is £550 weekly. There are also co-operative savings banks for civil servants, school-teachers and mine workers.

A combined purchase of fertilizers to the value of over £10,000 was made by societies through the Co-operative Central Bank. Seed potatoes to the value of approximately £1,500 were also supplied to member societies through the Co-operative Central Bank. Seven wine societies made a combined sale of the commandaria wine made by them. Other societies effected co-operative sale of various agricultural products.

Member societies of the Co-operative Central Bank increased by 34: 85 credit societies, 19 savings banks, one wine making society, one agricultural society, one marketing society and one store being now members. On the 31st December, 1938, deposits in the Bank from member societies amounted to £15,672; current loans amounted to £24,455 and the Bank was financed by Barclays Bank (Dominion, Colonial and Overseas) to the amount of £13,837. The Bank also held British Government securities at a cost of £6,052.

Chamber of Commerce.

The Cyprus Chamber of Commerce was legally registered under the Companies (Limited Liability) Law of 1922 on the 29th April, 1927. It was founded with a view to fostering the trade of the Colony by promoting a spirit of co-operative enterprise amongst local merchants, and by facilitating commercial relationships with merchants abroad. The Chamber works in close connection with the London Chamber of Commerce, the Federation of British Industries, and the Federation of Chambers of Commerce of the British Empire. In 1938 the Cyprus Chamber of Commerce concluded a Trade Agreement with the Government of Roumania.

Loan Commissioners.

Sums amounting to £3,982 were lent by the Loan Commissioners from the Public Loans Fund to village communities for irrigation and for the improvement of water supplies.

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APPENDIX.

PUBLICATIONS OF GENERAL INTEREST OBTAINABLE FROM THE GOVERNMENT PRINTING OFFICE, NICOSIA, AND ELSEWHERE.

Title.	*Price.* s. d.
*Social and Economic Progress of the People of Cyprus—1933 to 1937 (per copy)	1 4 to 2 6
*Bibliography of Cyprus, by G. Jeffery—1929	2 6
Blue Book (Annual) to 1938	4 0
*Census Report, 1931 (without abstracts)	2 0
*Census Report, 1931 (with abstracts)	7 0
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†Cyprus Agricultural Journal (quarterly) per copy	0 4
Cyprus Customs—Schedule of Duties and Fees—1939	1 0
Department of Antiquities Report (illustrated)—1934	4 0
Department of Antiquities Report (illustrated)—1935	5 0
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Ruins of Salamis, by G. Jeffery—1926, reprinted 1936	0 6
Statistics of Imports, Exports and Shipping, year ended 31st December, 1938	1 6

* Obtainable also from the Crown Agents for the Colonies, 4, Millbank, Westminster, London, S.W.1.

† Obtainable from the Agricultural Department, Nicosia, Cyprus, only.

MAPS.

(Obtainable from the Director of Land Registration and Surveys, Nicosia.)

Lithographed maps.

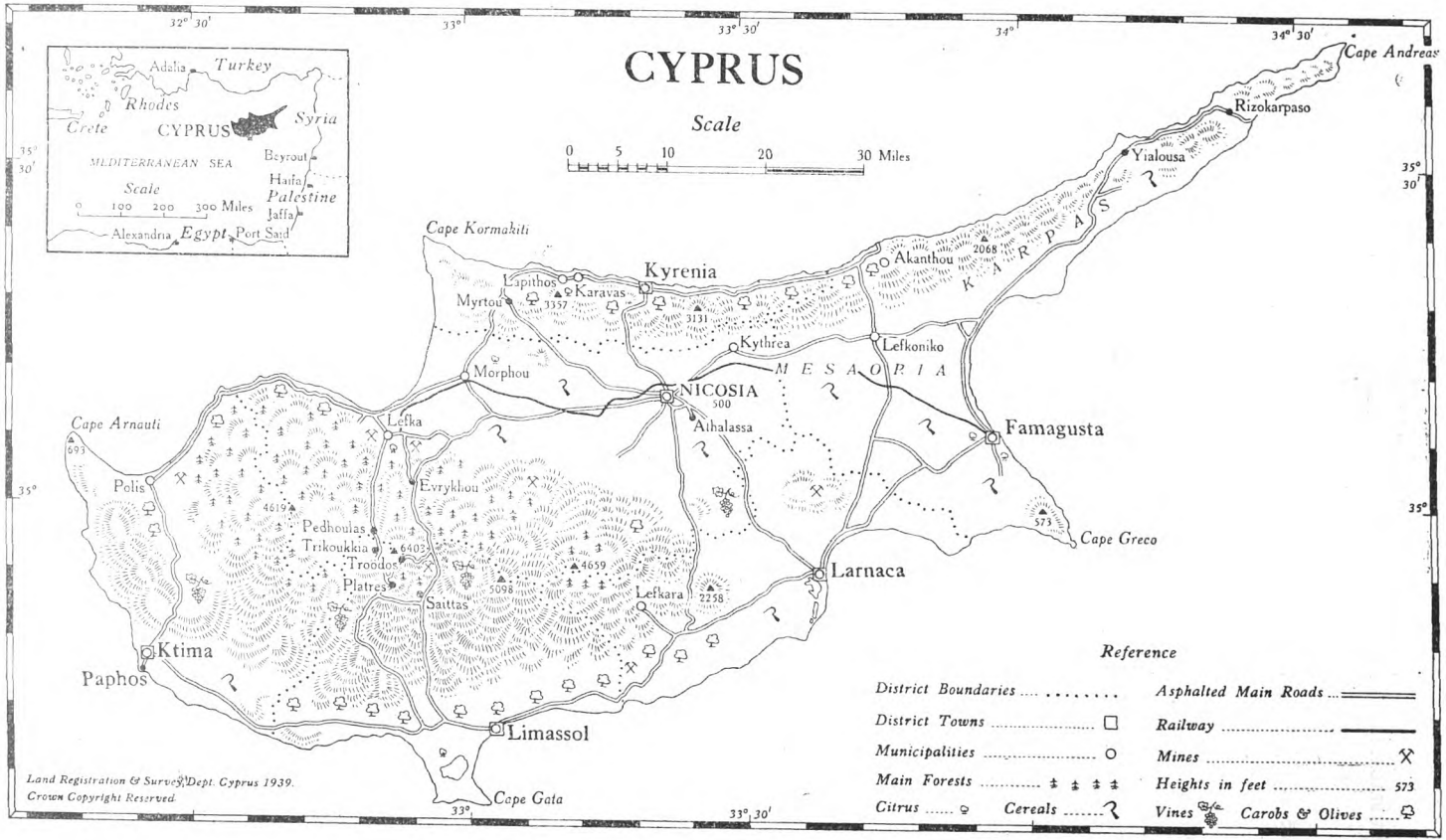
	Scale.	*Date.*	*Price.* *Unmounted.* s. p.	*Mounted.* s. p.
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Cyprus: "General Map"	T 1: 253,440	1933	1 4 (Hill features shown)	2 4
Cyprus: "Administration Map"	T 1: 253,440	1933	1 0	2 0
Troodos: "Troodos and Hill Resorts"	T 1: 63,360	1932	1 4 (Contoured)	2 4
Kyrenia and Environs: "Kyrenia"	T 1: 63,360	1931	1 4 (Contoured)	2 4
Larnaca: "District Diagram"	1: 63,360	1937	2 6	4 0
Famagusta and Varosha:	1: 7,920	1938	1 8	2 6

N.B.—T. = Topographical.

Folded copies of above maps are available.

Large scale Topographical and Cadastral Sunprints, covering the whole island, also towns and villages, are obtainable.

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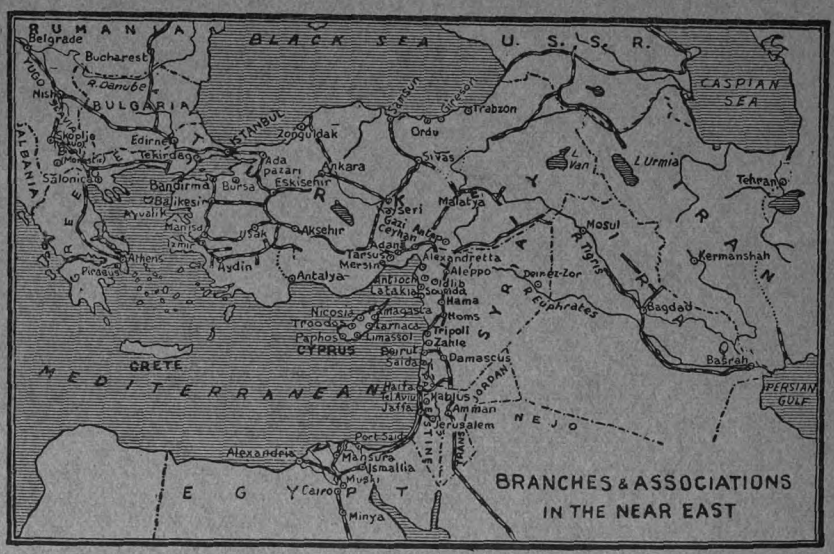
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ANNUAL REPORT ON THE SOCIAL AND ECONOMIC PROGRESS OF THE PEOPLE OF BRITISH HONDURAS, 1938

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1.—GEOGRAPHY, CLIMATE, AND HISTORY.

Geography.

British Honduras lies on the Atlantic side of the mainland of Central America within 18° 29′ 5″ to 15° 53′ 55″ North latitude and 89° 9′ 22″ to 88° 10′ West longitude.

The Colony is bounded on the east by the Caribbean Sea, on the north and north-west by Mexico, and on the west and south-west by Guatemala. The frontier with Mexico follows the course of the River Hondo; that with Guatemala follows the course of the River Sarstoon on the south, continuing by a line drawn from the Gracias a Dios Falls, on the River Sarstoon, to Garbutt's Falls on the Belize River, and from Garbutt's Falls due north to the Mexican frontier. The greatest length of the Colony is about 174 miles and the greatest width about 68 miles. The total area is 8,598 square miles. The Colony is therefore about one-sixth the size of England, nearly twice the size of Jamaica, and about two-thirds the size of the whole of the British West Indian Islands put together.

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A number of " cays " and reefs lie off the mainland of the Colony at varying distances from the coast, in an almost continuous line from the point of the Yucatan peninsular to the southern boundary of the Colony. The largest of these are Ambergris Cay and Cay Caulker, while the Turneffe group of cays covers a large area.

Near the coast the land is low and swampy, but gradually rises inland. The northern half of the Colony is low-lying, but further south the country is hilly and even mountainous, rising in the Cockscomb Range to a height of 3,700 ft. The Colony is well watered, and its numerous rivers provide the chief means of communication. The soil is rich and well adapted to the growth of tropical produce.

Climate.

The climate of British Honduras compares favourably with that of other tropical countries. Europeans leading a normal life and taking ordinary precautions will find the climate of British Honduras pleasant and healthy. The average rainfall at Belize was 84·99 ins. for the last five years.

The extremes of temperature and the rainfall at Belize for the last 10 years were as follows:—

	Extremes of temperature.				*Year's Rainfall.*
		F°		F°	*inches.*
1938 ...	13th October ...	90	27th January ...	50	81·20
1937 ...	30th August ...	90·5	3rd January ...	54	74·34
1936 ...	15th June... ...	91	17th December ...	56	114·04
1935 ...	4th September ...	91	6th February ...	51	64·16
1934 ...	16th April... ...	93	13th December ...	56	91·21
1933 ...	5th May	91·5	1st January ...	61·5	73·03
1932 ...	15th September ...	93	21st November ...	59	67·36
1931 ...	12th May	89	22nd January ...	51	120·23
1930 ...	27th May— 7th September ...	89	24th December ...	59	84·73
1929 ...	28th September ...	90	30th January ...	57	113·57

History.

It is thought that Columbus discovered the coast about 1502, when on his way from Cuba to find a passage to the Indies. The country first became known to Englishmen about 1638. It is probable that settlers from Jamaica visited the country and,

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finding logwood abundant and easily accessible, established themselves in what is now British Honduras. Within a very short time of their arrival they must have come in contact with the Spaniards and Indians of Yucatan and the Peten district of Guatemala. There are records of many conflicts between them and, as England was frequently at war with Spain in those days, such conflicts were natural. Even after the Thirty Years' War had ended in Europe, and Spain was our ally against France, there was fighting between the subjects of the King of England and those of the King of Spain in Central America. The Spaniards made frequent attempts to expel the Englishmen and their slaves, but in 1670 Spain ceded in perpetuity to Great Britain all lands in the West Indies or in any part of America held by the English at the time. The population of the British settlement in and near Belize, the chief town, included at this date 700 white settlers, among whom was the famous Admiral John Benbow. By 1671, the settlement had grown so prosperous that it was reported to King Charles II by the Governor of Jamaica as having " increased His Majesty's Customs and the natural commerce more than any of His Majesty's Colonies ". This was no doubt due to the great value of logwood and mahogany.

By 1713, there was a settled form of government carried on by magistrates elected by the inhabitants. In 1717, the Board of Trade asserted the absolute right of Great Britain to cut logwood. In the next year the Spaniards made a determined effort to conquer the settlement and got as far as " Spanish Lookout " on the Belize River, which they fortified. In 1754, another attempt was made by the Spaniards and defeated " principally by slaves ", at Labouring Creek. In 1779, St. George's Cay was attacked and a great many settlers were captured, ill-treated, and carried off to Merida and thence to Havana, but were subsequently allowed to return. In 1786, by the Treaty of London, Great Britain agreed with Spain to give up the Mosquito Coast in exchange for the settlement from the Belize River to the Sibun, including the lands lying between the two rivers, and St. George's Cay, but this was not agreeable to the Spaniards, and they continued their attacks from Mexico until finally defeated on the 10th September, 1798, at St. George's Cay, after trying for a century and a half to expel the British.

In the year 1849 the Indians in Yucatan rebelled against their Spanish oppressors, and many Spaniards were driven across the Hondo and settled in the northern half of British Honduras. From the year 1867, when Mexico declared itself a republic and threw off the yoke of Spain, until the year 1872, the Indians of Yucatan made repeated raids into the Colony.

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II.—GOVERNMENT.

The first settlers, from 1638 to 1786, managed their own affairs. Persons were annually elected to act as magistrates, at public meetings held for that purpose. These magistrates discharged all executive and judicial functions. Resolutions were passed at public meetings and they formed the laws binding on the community. The King, in 1765, gave a " constitution to the people ", founded on their ancient customs, viz., " legislating by public meetings, and the election of magistrates annually by the free suffrage of the people ". This, it may be remarked, was the freest constitution ever enjoyed by, or granted to, a British settlement.

Admiral Sir William Burnaby was then sent to the settlement to make the necessary arrangements, and the inhabitants were put in full possession of their lands and rights. Captain Cook, the celebrated navigator, accompanied Sir William Burnaby, who codified the laws and customs of the settlement, which were afterwards published and known as " Burnaby's Laws ".

In 1786, a Superintendent was appointed by the Home Government, but during the years 1791 to 1797 elected magistrates again ruled the settlement. From this latter date Superintendents were regularly appointed until 1862. An Executive Council was established in 1840 to assist the Superintendent, and in 1853 a Legislative Assembly was formally constituted, consisting of eighteen elected and three nominated members. The settlement was declared a Colony on 12th May, 1862, and a Lieutenant-Governor was appointed subordinate to the Governor of Jamaica. In 1870, the Legislative Assembly was abolished by a local enactment and a Legislative Council substituted therefor, consisting of five official and not less than four unofficial members, with the Lieutenant-Governor as President. From 1913 to 1936 the Council consisted of six official and seven unofficial members.

On the 31st of October, 1884, Letters Patent were proclaimed constituting the office of Governor and Commander-in-Chief, which rendered the Colony independent of Jamaica. These were renewed by Letters Patent proclaimed on the 10th of September, 1909.

On the 11th January, 1936, by Proclamation, the British Honduras Constitution Ordinance, 1935, as amended by Ordinance No. 18 of 1935, was brought into operation. This

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Ordinance is entitled " An Ordinance to provide for the Constitution and Legislative Council of the Colony " and provides for the determination of the old Legislative Council and substitutes a Legislative Council consisting of the Governor as President, five official members and seven unofficial members of whom two shall be nominated by the Governor and five elected for four constituencies. The new Council met for the first time on 12th March, 1936. By Ordinance No. 21 of 1938 the number of the constituencies was increased from four to five and the number of elected members from five to six.

All questions are decided by the majority of the votes given, the Governor or presiding member having an original vote, and, if the votes shall be equally divided, also a casting vote. " Provided that if the Governor shall consider it necessary—

(i) in the interests of public order, public faith, or other essentials of good government, including the responsibilities of the Colony as a component part of the British Empire;
or

(ii) to secure (within the scope of the Bill, motion, resolution or vote concerned) detailed control of the finances of the Colony during such time as, by virtue of receipt of financial assistance by the Colony from His Majesty's Exchequer for the purpose of balancing the annual budget or otherwise, such control rests with His Majesty's Government;

that any Bill, motion, resolution or vote proposed for the decision of the Council should have effect, then if the Council fails to pass such Bill, motion, resolution or vote within such time as he may think reasonable and expedient, the Governor at any time within his discretion may, notwithstanding any provison to the contrary declare that any such Bill, motion, resolution or vote shall have effect, and thereupon the same shall have effect as if it had been passed by the Council."

The Executive Council consists of the Governor and three *ex officio* members, and of such other persons as may from time to time be appointed with His Majesty's approval. At the close of the year under review there were five nominated members, of whom four were non-officials.

For administrative purposes the Colony is divided into five Districts: Belize, which includes the capital, at the mouth of the river of the same name; the Northern District, with headquarters at Corozal; the Cayo District; the Stann Creek District, and the Toledo District, the main station of which is Punta Gorda, in the south of the Colony. A Commissioner is

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appointed to each District, other than Belize, who exercises the usual judicial functions of that office as prescribed by law, and is also *ex officio* Sub-Treasurer of his District, Sub-Collector of Customs, District Postmaster, and Chairman of the local nominated District Boards.

III.—POPULATION.

The population of the Colony at the end of 1938 was estimated at 57,767, and consisted of 28,514 males and 29,253 females. Owing to intermixing racial classification of the population is difficult and unreliable, but the Northern District is inhabited principally by the descendants of the Spanish and Maya peoples. The Stann Creek District is peopled, in the main, by Caribs, while in the Toledo District Caribs and Mayas predominate. In the Cayo District are Guatemaltecans, Mexicans and a few Syrians. In the capital the " Creoles " (descendants of the early settlers) are in the majority, but there is also a large number of people of Latin extraction from the neighbouring republics, and Syrians and Chinese. There is a limited number of Europeans and United States citizens.

The population was distributed in the Districts of the Colony as follows:—

District.	*Persons.*	*Area in Square Miles.*	*Persons per Square Mile.*
Belize	22,443	1,623	13·82
Northern	14,932	2,180	6·84
Stann Creek ...	6,425	840	7·64
Toledo	6,429	2,125	3·02
Cayo	7,538	1,830	4·11
Colony	57,767	8,598	6·71

The following table gives the number of births, deaths, marriages and the infantile mortality for 1938 with comparative figures for the previous three years:—

	Births.		*Deaths.*		*Marriages.*		*Infantile Mortality.*	
Year.	*No.*	*Per cent.*	*No.*	*Per cent.*	*No.*	*Per cent.*	*No. of deaths under 1 year.*	*Per cent. of live births.*
1935 ...	2,081	3·75	1,377	2·48	370	0·67	354	17·01
1936 ...	1,879	3·35	1,256	2·24	436	0·77	287	15·27
1937 ...	1,876	3·29	1,054	1·85	467	0·82	231	12·31
1938 ...	2,052	3·55	1,178	2·03	447	0·77	257	12·52

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The total number of non-official immigrants arriving at ports in the Colony during the year was 193, the particulars being as follows:—

Port of Entry.	*European, American and Asiatic.*								*West Indian, Central and South American.*					Total.
	British.	*American.*	*German.*	*Spaniard.*	*Palestinian.*	*Syrian or Libanese.*	*Roumanian.*	*Asiatic.*	*Jamaican.*	*Other West Indian.*	*Honduranean.*	*Guatemalan.*	*Other Central or South American.*	
Belize	16	13	9	1	2	5	8	2	92	9	21	7	8	193
Engaged in Professional occupation ...	1	1	—	—	1	—	—	—	1	1	—	—	1	
Engaged in commerce ...	—	—	1	—	1	3	3	1	2	—	—	—	1	
Industrial and skilled labour	—	8	2	1	—	—	—	—	11	2	2	5	—	
Missionaries and members of religious societies ...	2	2	—	—	—	—	—	—	3	1	—	—	—	
Engaged in agriculture ...	—	1	1	—	—	—	2	1	50	—	1	—	—	
Married women and children	13	1	5	—	—	2	3	—	25	5	18	2	6	
Totals ...	16	13	9	1	2	5	8	2	92	9	21	7	8	193

In addition, ten officials arrived in the Colony during the year.

IV.—HEALTH.

Quarantinable Diseases.—During the year 1938 there were outbreaks of Alastrim in El Cayo and Corozal Districts and a sporadic case in Stann Creek. All contacts were vaccinated and re-vaccinated.

Rabies.—There was an outbreak of Rabies in Belize. Two children died, 40 persons received anti-rabies treatment. The disease spread to Stann Creek and Punta Gorda, at the latter place the cattle and horses became affected. The Muzzling Order was imposed in all towns.

Malaria.—This is endemic and is responsible for a great deal of morbidity amongst the population. The spleen rate in Belize town is 2·36 per cent.; Stann Creek 9·86 per cent.; Corozal 17·77 per cent.; Orange Walk 21·50 per cent.; Punta Gorda 28·99 per cent.

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Intestinal Parasites.—These are a potent source of ill-health, especially amongst the children. Hookworm Disease is a real social problem amongst the Spanish-Mayans.

Nutrition.—Nutritional diseases do occur especially during periods of economic depression but there has been a continued improvement in the economic conditions during the present year resulting in an improved state of nutrition, especially obvious amongst the children. A report on the question of Nutrition has been drawn up by the Government and published in London.* Problems of Agriculture, Economics and Social Customs in relation to Nutrition are discussed.

Dysentery.—Both amoebic and bacillary forms are found, certain areas being endemic. No epidemics were reported.

Tuberculosis.—No accurate figures are available but sporadic cases are reported from all districts. The Rockefeller Foundation made a survey of 4,284 children in Belize and in the districts. In Belize the proportion of positive reactions to a Tuberculin test ranged from 68·9 per cent. to 89 per cent. The lowest rate of 51·7 per cent. was in a Maya Indian village and the highest, 89 per cent. was found in a Belize school.

Cancer.—Several cases have been seen, chiefly amongst the Carib women; unfortunately the cases are usually too advanced to carry out any radical treatment.

Venereal Diseases.—These diseases are very prevalent in the Colony. Treatment is little sought for; late lesions being very common. A bi-weekly clinic is working in Belize for luetic therapy and a few men avail themselves for daily treatment for gonorrhoea. A separate clinic for women has been started.

Radiology and Electro-Therapy.—There is a modern X-ray plant working under a trained Radiologist. It is hoped to develop deep X-ray therapy in the near future.

An electro-therapy apparatus has been added to the Department.

The Laboratory has done invaluable work during the year, chiefly of a biochemical nature. Bacteriology will be developed during the coming year. The laboratory is being well utilized by the private practitioners in Belize.

Infant Welfare Clinics.—Belize has now got two clinics per week, one on the South side and the other on the North side of the Town. On an average 200 children are seen each week. All the Districts have started clinics under the guidance of the Government Medical Officers with very satisfactory results.

* "A Report of the Committee on Nutrition in the Colony of British Honduras" — November, 1937, published by the Crown Agents for the Colonies, 4 Millbank, London, S.W. 1. Price 5/–.

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Hospitals.—There are six hospitals in the Colony, one for each District. The hospital in the capital town, Belize, contains 47 beds. The number of beds in the other hospitals ranges from 19 to six. In these hospitals, treatment is afforded for medical and surgical cases. Belize Hospital has a maternity block of 13 beds and 12 cots. A maternity block of four beds was added to Stann Creek Hospital this year. The poor and indigent receive free treatment in all the hospitals. For other classes the fees range from 25 cents to $3.00 a day for each person.

There is a big demand for treatment both as out-patients and in-patients. Owing to the shortage of beds in Belize, only acute cases are being accepted. At the present time, the surgery in the Colony is being done by the Government Medical Officers, the greater part of this work being done in Belize, 365 operations having been performed in 1938.

It is hoped to start re-building the Belize Hospital in 1939, owing to its bad state of repair and lack of available accommodation of the present buildings.

The district hospitals require a considerable amount of modernizing.

Cases of tuberculosis are ordinarily not received for treatment in the hospitals, but accommodation is offered in the isolation huts attached to the Poor House for 12 destitute sufferers from this disease.

The Lunatic Asylum accommodating 75 inmates is being reorganized as to care of patients.

The prisons are visited daily by a Medical Officer.

Each District and each hospital of the Colony is in the charge of a Medical Officer under a Senior Medical Officer who is *ex officio* Medical Officer of Health for the entire Colony. In the Belize Hospital, there is one English-trained Matron controlling a subordinate local nursing staff, and an English Nursing Sister appointed in July, 1938. At each District hospital, there is a locally recruited nursing staff under a trained nurse who has received her training at the Belize Hospital, the course extending over a period of not less than three years.

Pupil midwives receive a course of training in the Belize Maternity Wards. A scheme for bringing the district nurses into Belize Hospital for a refresher has been operating during the year.

The reorganization of the Medical Department is under consideration.

Considerable improvements have been made in Belize with the filing up of low-lying areas under and around houses, free spoil being granted to indigent persons. The construction of street-drains has continued.

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The two areas used for dumping rubbish are slowly being reclaimed. The question of slum clearance is having the close attention of the Town Board.

The increased water supply of 2,377,330 gallons in six tanks has been a great boon to the community.

All water receptacles are inspected by Sanitary Inspectors, those not screened being stocked with larvivorous fish. The system of employing better educated helpers in dealing with anti-mosquito work has proved successful.

There has been a rigid enforcement of the by-laws relating to bakeries, restaurants, hotels and boarding houses, licences being withheld until the regulations are complied with.

The general sanitation of the town shows a marked improvement during the last few years.

The scavenging of the town of Belize and other towns in the Colony is under the direction of the Sanitary Inspectors.

The majority of householders in Belize empty their night soil utensils into the river and the canals which run through the town, or into the sea.

Individual septic tanks are becoming popular among the better-class residents, but there are too many houses where owing to lack of water, funds, or of space, water-closets are an impossibility. This being so, the emptying of utensils into the canals, while it may be unsightly and disagreeable, is far more sanitary than storage in pails or pits within the house or in close proximity to other houses. In the outlying towns conditions are fairly satisfactory, but in the remote country villages, methods of disposal of night-soil are extremely faulty.

A fully trained Jamaican Sanitary Inspector was appointed for Belize during the year.

V.—HOUSING.

In Belize, the population live in wooden houses with galvanized iron roofs, standing usually on wooden piles about 7 feet above the level of the ground, which is often low-lying, swampy and flooded. The work of the Town Board and the efforts of private individuals are gradually showing a marked improvement in this connection; more especially is this so in the Mesopotamia and Freetown areas, where extensive filling-in has been done in connection with the reclamation scheme, jointly financed by the Government and the Town Board. It is unusual to find the ground floor used as a sleeping-room. It is generally used as a store-room, washing-room, kitchen or garage.

There were no building regulations before the year 1928. In consequence, householders erected houses how, where and in whatever manner they liked. Often, therefore, collections of

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small tenement houses are found packed together without order in the back-yards of houses of a better class and decent appearance facing the street. Building regulations have now been passed designed to prevent this and to provide that there should be sufficient ventilation in, and free space around, each house. These regulations, however, apply only to new erections.

The Public Health legislation was amended with the object of giving the Local Health Authority of Belize a greater scope in the control of the manufacture of foodstuffs and to empower medical examination of handlers and vendors of such foodstuffs; and also of empowering the Local Authority of Belize to enforce the building of latrines and/or water closets on each premises.

A Slum Clearance Committee was appointed during the year.

VI.—NATURAL RESOURCES.

The principal products of the Colony are:—

Timber.—Mahogany, cedar, rosewood and logwood. Other hardwood species are cut occasionally for export in log form and pine is sawn on a small scale for the local market.

Other forest produce.—Chicle, hides and skins (which are chiefly crocodile) and cohune nuts.

Agricultural produce.—Bananas, plantains, citrus fruits, coconuts and copra, maize, sugar and rum, vegetables, root crops, pulses and rice.

Livestock.—Swine, cattle and poultry.

Marine.—Tortoise shell, shark products, lobsters, sponges and fish of many varieties.

Forest produce, chiefly timber and chicle, is still the mainstay of the export trade in domestic produce, the proportions of the main types of produce for the 14 years 1924 to 1937 inclusive being shown below:—

Produce	*Value* $	*Percentage of total exports by value*
Forest produce	1,073,225	80·5
Agricultural produce	244,980	18·4
Marine and other produce ...	14,974	1·1

The value of produce exported in 1938 was as follows:—

	Value $	*Percentage*
Forest produce	1,369,460	75·70
Agricultural produce	435,766	24·09
Marine and other produce ...	3,769	0·21

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Comparison of these values with the 14-year average shows that Marine produce is still very depressed. Agricultural produce, due to the continued boom in bananas, is far above its average, while Forest produce, after a slow recovery has now reached the average for the period.

Examination of the annual export values since 1924 shows that Marine produce has been below average for ten years, Forest produce for eight years, while Agricultural produce after a five-year period of depression has been above the average for the last four years.

Forest.

There was an increased demand for mahogany logs, the price remaining constant, and weather conditions were very favourable for extraction operations. Unfortunately the increased production was insufficient to recoup contractors' losses in the 1936 and 1937 seasons and the prospects for 1939 are extremely dull.

The Belize mill continued the sawing of mahogany lumber chiefly for the United Kingdom market and it is worthy of note that the lumber export is maintained on a fairly steady basis and is not greatly affected by the wild fluctuations of the log export trade. An increase in the proportion of lumber in the mahogany exports would undoubtedly put this trade on a more stable basis.

The following figures show the domestic exports of mahogany and cedar logs and lumber in the last three years:—

	1936. *1,000 s. ft.*	*1937.* *1,000 s. ft.*	*1938.* *1,000 s. ft.*
Mahogany logs	4,843	5,112	9,771
Mahogany lumber	3,713	4,867	2,737
Cedar logs	247	219	414
Cedar lumber	46	68	10

There has been a considerable increase in recent years in the over exploitation of the mahogany forests by the removal of small and immature wood. This is clearly reflected by the measurement sheets which show that in 1937, 53 per cent. and in 1938, 48 per cent. of the number of logs exported were less than 18 ins. in diameter at the small end.

The price of chicle rose slightly and there was a slight increase in production. Exports have not varied greatly for some years. There were still no re-exports of chicle from Peten.

Both logwood and rosewood exports decreased considerably. Logwood timber is practically unsaleable and the Colony's rosewood has restricted uses only which do not permit any great expansion of market.

The trade in cohune nuts shipped whole to the United States of America continues on a small scale. The cracking plant in Toledo remained unused during the year.

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Agriculture.

The weather was exceptionally dry during the first quarter of the year. In the period, April to June, sufficient rain occurred for the needs of the crops. Heavy rains commenced in July and continued throughout August and September. In certain areas flooding occurred in September. During October and November rains were fairly heavy throughout the Colony, but eased up during December. In the north of the Colony rains tended to be light throughout the year.

The Agricultural Settlement in the Rockstone Pond area which was commenced in March, 1937, has attracted additional settlers and all vacant plots have been taken up. With the exception of one or two families, who have had to relinquish their holdings for one reason or another, the settlers appear to have made some progress. Work on feeder roads was given to the settlers for a certain period each week to provide for their immediate wants; this practice has had to be continued for a considerably longer period than was at first anticipated. The greater part of the loans granted to the settlers for the supply of seed and tools has been repaid.

The Board of Agriculture continues to be of great assistance to producers of rice and particularly of maize, and unexpectedly large amounts of both were purchased during the last three months of the year. This has caused acute difficulties in relation to the provision of storage.

Rice.—Increased areas of rice have been planted during the year. This may be partly due to the setback in the banana industry, but it is considered that the existence of the rice mills and the good prices offered by the Board of Agriculture for paddy have materially contributed to the result.

Bananas.—Banana growing still occupies the attention of many planters. The output has been disappointing and is due to a combination of factors. The dry weather in the early part of the year was detrimental to the production of fruit of good quality on the poorer soils. Panama Disease is prevalent throughout the Stann Creek and Toledo Districts, while Sigatoka Leaf Disease, which has now spread throughout the Colony, rapidly extended during the wet autumn months.

The best qualities of fruit come from El Cayo District where there appear to be some soils eminently suitable for banana cultivation. The quality of the fruit from the Northern River and Santa Ana areas is on the whole poor, and the general soil conditions suggest that plantations in this region are only likely to be profitable for a very small number of years.

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Export of bananas and plantains are shown in the following table:—

	1936.		*1937.*		*1938.*	
	Quantity.	*Value.* $	*Quantity.*	*Value.* $	*Quantity.*	*Value.* $
Bananas, bunches	696,127	244,238	938,985	330,491	776,172	282,890
Plantains, number	198,200	2,314	272,600	2,228	37,500	308

Coconuts and Copra.—The industry commenced the year under the disadvantage of low prices, an aftermath of the previous year. No improvement occurred until the third quarter. Exports are tabulated below:—

	1936.		*1937.*		*1938.*	
	Quantity.	*Value.* $	*Quantity.*	*Value.* $	*Quantity.*	*Value.* $
Coconuts, No.	4,310,110	63,930	4,938,980	76,907	4,779,290	49,803
Copra, lb. ...	425,996	10,456	357,708	10,975	285,250	6,868

Citrus Industry.—In the first quarter there was a shortage of fruit and this coupled with low prices led to only small shipments coming forward. Owing to heavy flowering in the early part of the year crop expectations have been good. In spite of lower prices than in 1938 the output in cases of grapefruit doubled. The export of processed grapefruit and of other citrus fruit remained about the same as in 1938.

The Corozal Producers' Association, Ltd., shipped a small quantity of fruit.

The following table shows exports during the last three years:—

	1936.		*1937.*		*1938.*	
	Quantity. *Cwt.*	*Value.* $	*Quantity.* *Cwt.*	*Value.* $	*Quantity.* *Cwt.*	*Value.* $
Grapefruit ...	18,781	41,177	14,280	31,430	40,282	84,423
Oranges	291	537	315¾	587	255	428
Tangerines and Mandarines	181	326	169½	315	—	—
Miscellaneous (Lemons, etc.)	—	—	15¼	28	23	49
Grapefruit, canned	1,416	8,381	804⅓	4,663	930	4,960
Grapefruit, juice...	612	2,703	26	140	852	3,770

Sugar.—The weather conditions during the early part of the year were excellent for reaping, and by the end of the season 11,000 tons of sugar cane had been reaped. On the other hand the prolongation of the dry season hampered replanting and retarded the ratoons, with the result that the anticipated increase

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in output is not as great as the increase in acreage would appear to indicate as probable.

Grain, Pulse and Groundcrops.—In the early part of the year there was a shortage of maize, but beans were plentiful. Owing to the stimulus given by the Board of Agriculture a much larger area of maize was planted than in previous years, and production consequently showed a very marked increase.

Cassava.—The majority of this crop is still grown by the Caribs for local consumption, but the existence of a factory for the manufacture of cassava products has led to the planting of fairly large additional acreages.

Livestock.—Although interest in this branch of the agricultural industry is increasing, difficulties of transport and the lack of adequate contact between producers and consumers are handicaps to rapid progress. Inferior types of cattle continue to be imported in spite of the imposition of a duty of $6.00 per head, presumably on account of the greater regularity of the supply.

The pig industry of Toledo suffered a setback during the latter part of the year owing to an outbreak of rabies and the enforcement of a stand-still order.

Agricultural Education.—About 20 recognized school gardens have been established with the object of stimulating interest in plants and ultimately in agriculture among the children attending the schools, and imparting a rural bias to educational effort.

VII.—COMMERCE.

There was considerable increase in the amount of mahogany logs, chicle and grapefruit exported in 1938 as compared with the previous year. The exports of mahogany lumber decreased. As in the past practically all of the lumber went to the United Kingdom and the bulk of the logs to the United States.

Exports of bananas decreased considerably.

The total trade of the Colony amounted to $7,267,475, which was more by $683,626 than the total of $6,583,849 in 1937.

The imports, exports, and total trade of the Colony during the last five years are shown in the following table:—

	1934.	*1935.*	*1936.*	*1937.*	*1938.*
	$	$	$	$	$
Imports	1,912,375	2,676,795	3,272,833	3,981,249	4,004,091
Exports	1,520,917	1,699,043	2,413,851	2,602,600	3,263,384
Trade	3,433,292	4,375,838	5,686,684	6,583,849	7,267,475

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The following table shows the percentages of trade with the Empire and the United States of America and other foreign countries in 1938 compared with the trade of 1920:—

	Imports.		*Exports.*		*Trade.*	
	1920.	1938.	1920.	1938.	1920.	1938.
United Kingdom and British Possessions	17·45	31·91	14·88	16·23	16·17	24·87
United States of America	60·44	30·78	78·18	72·84	69·31	49·67
Other Countries	22·11	37·31	6·94	10·93	14·52	25·46

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Imports.

The imports in 1938 amounted to $4,004,091 as against $3,981,249 in 1937, an increase of $22,842.
The direction of the import trade during the years 1934–1938 is shown in the following table :—

	1934.		1935.		1936.		1937.		1938.	
	$	Per cent.	$	Per cent.	$	Per cent.	$	Per cent.	$	Per cent.
United Kingdom ...	466,733	24·40	731,396	27·32	872,252	26·65	873,759	21·94	763,168	19·06
Canada	200,610	10·49	263,719	9·85	268,679	8·21	325,993	8·19	322,677	8·06
Other British Possessions	49,675	2·60	105,370	3·93	129,463	3·95	180,258	4·53	191,870	4·79
United States of America	684,776	35·81	746,257	27·87	950,397	29·03	1,236,603	31·06	1,232,608	30·78
Mexico	284,344	14·87	528,529	19·74	734,273	21·82	900,176	22·61	984,909	24·60
Other Countries	226,237	11·83	301,524	11·29	317,769	10·34	464,460	11·67	508,859	12·71

Exports.

Exports amounted to $3,263,384 in 1938 or $660,784 more than the total of $2,602,600 in 1937.
The following table gives the distribution of the exports during the years 1934–1938 :—

	1934.		1935.		1936.		1937.		1938.	
	$	Per cent.	$	Per cent.	$	Per cent.	$	Per cent.	$	Per cent.
United Kingdom ...	288,722	18·98	317,510	18·82	405,720	16·80	418,672	16·08	414,424	12·72
Canada	31,336	2·06	50,450	2·97	47,840	1·98	32,680	1·26	111,066	3·40
Other British Possessions	118,200	7·77	55,362	3·26	18,991	0·78	6,159	0·24	4,138	0·12
United States of America	953,131	61·48	1,059,394	62·35	1,583,475	65·59	1,733,640	66·61	2,377,166	72·84
Other Countries	129,528	9·71	216,327	12·60	357,825	14·85	411,449	15·81	356,590	10·92

Domestic exports amounted to $1,816,274, an increase of $393,654 over the 1937 total. Exports of mahogany logs and lumber amounted to 57·32 per cent. of the total.

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A comparative statement of the quantities of the major exports for the last four years is given below:—

		1938.	*1937.*	*1936.*	*1935.*
Mahogany logs	cubic feet	814,219	426,037	403,547	159,500
Mahogany lumber	„ „	228,060	305,605	310,043	353,567
Chicle	lb.	880,455	659,916	767,128	735,240
Bananas	bunches	776,172	938,985	696,127	356,056

A summary of the shipping trade, distinguishing between sailing, steam and motor vessels, and British and foreign nationalities, is shown hereunder. The total tonnage was 519,480, an increase of 96,261 as compared with the previous year.

ENTERED.

Nationality.	*Sailing vessels.*	*Steamships and motor boats.*	*Total tonnage.*
British	488	82,698	83,186
United States of America ...	120	46,688	46,808
Other	1,279	129,450	130,729
Total	1,887	258,836	260,723

CLEARED.

Nationality.	*Sailing vessels.*	*Steamships and motor boats.*	*Total tonnage.*
British	310	85,846	86,156
United States of America ...	—	44,625	44,625
Other	1,334	126,642	127,976
Total	1,644	257,113	258,757

The total tonnage during the last five years was:—

Year.	*Inwards.*	*Outwards.*	*Total.*
1934	247,914	243,335	491,249
1935	202,654	204,523	407,177
1936	207,702	208,360	416,062
1937	213,804	209,415	423,219
1938	260,723	258,757	519,480

VIII.—LABOUR.

Accurate figures are not available as to the number of labourers in the Colony but these are estimated at 6,000, divided into four groups:—

I.	Mahogany	14 per cent.
II.	Chicle	16 „ „
III.	Agricultural	16 „ „
IV.	General	54 „ „

The supply of labour under Groups II, III and IV is adequate and exceeds the demand but difficulty is sometimes experienced by mahogany contractors in securing experienced woodcutters—Group I.

Exports of mahogany logs and lumber amounted to $1,816,274, an increase of $393,654 over the 1937 total. This exports amounted to 57·32 per cent. of the total.

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No system of recruiting existed. Necessary legislation was enacted to provide for the introduction of the system but the rules supplementing the Ordinance will be passed during 1939 whereupon the Ordinance will be enforced.

Groups I to III are engaged under contracts of from three to nine months' duration, the contract being the employer's security against the advance given. Group IV consists principally of labourers employed by the Government on road work and by shipping companies and others in general manual labour. These, with few exceptions, are employed for short periods only and do not serve under a contract.

Legislation enacted during the year affecting labour were Ordinances Nos. 25 and 27. The former regularized the system of recruiting whilst the latter amended "The Masters and Servants Ordinance," Chapter 106 of the Consolidated Laws, by the removal of penal sanctions.

Ordinance No. 6/1938 was passed on the 14th April, 1938. This established a Provident Fund for the benefit of teachers during illness and for pension during old age.

There was no legislation regarding factories or compensation for accidents.

There was no Labour Department or Inspectorate in existence in 1938. A record of unemployed labourers was kept by the Public Works Department and these were given work on the roads in rotation.

Arrangements were made for the setting up of a Labour Department as from the 1st January, 1939.

IX.—WAGES AND COST OF LIVING.

The average wages paid are:—

Mahogany Labourers	...	$20·00 per month (including rations to the value of about 25 cents. per day).
Chicle ,,	...	$240–$300 per season (June to March). Piece work—excluding rations.
Agricultural ,,	...	$12·00 per month—without rations.
General ,,	...	$1·00 per day without rations.

The first three classes are provided with passages to and from the operations and with free huts.

The official ration scale is seven quarts flour and four lb. salted pork per man per week but generally this serves only as a basis of computation and labourers may receive from employers' commissaries other items in substitution.

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The wages paid to industrial or skilled workers is as follows:—

Carpenters	...	$1·00 to $1·75 per day.
Shipwrights	...	$1·50 to $2·00 per day.
Masons ...	...	$1·50 to $2·50 per day.
Painters ...	...	$1·00 to $1·50 per day.

The average hours of employment is 51, weekly.

In the domestic services wages are:—

Cooks ...	...	$1·00 to $3·00 weekly.
Housemaids	...	$1·00 to $2·50 ,,
Laundresses	...	$1·00 to $2·00 ,,

These wages include board for cooks and housemaids but lodging is not provided save in a few instances.

In the out-districts the wages paid to industrial workers and for domestic service are slightly lower.

The cost of living is moderate. The common articles of diet are rice, corn, flour, sugar, beans, peas, ground provisions (cassava, yams, etc.), fresh and salted fish, fresh and pickled pork, beef, lard substitute, condensed milk, plantains, and eggs and fruit in small quantities.

From a small survey of the cost of living of the average labourer held in Belize during the year, the following results were shown:—

Average number of children per family	2·3
,, ,, ,, persons ,, ,,	4·4
,, weekly wages	$5·06
,, ,, rent	$0·79
,, amount spent for food weekly	$3·21

The average cost of living for Europeans is as follows:—

In Belize.—Hotels—$2.00 to $3.50 per day.
Boarding houses—$2.00 a day; $50.00 to $60.00 per month.

In the out-districts there are no hotels or boarding houses available except at Corozal. The cost of living generally is slightly higher than in Belize.

X.—EDUCATION AND WELFARE INSTITUTIONS.

In consequence of a report made by Mr. B. H. Easter, M.B.E., Director of Education, Jamaica, in 1934, various changes have been made in the educational system of the Colony and others are under consideration. The system of elementary education is that of subsidized denominational church schools, and is controlled by a Board of Education appointed under the Education Ordinance, 1926 (No. 14 of 1926 as amended by No. 38 of 1935). Compulsory attendance is enforced in nearly all parts of the Colony and the number of schools included in

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these areas is 63, 56 being grant-aided. The school officers of compulsory attendance areas are generally police constables and first alcaldes in Indian and Carib villages, except in Belize, where a civilian is employed; steps are being taken to extend the application of the law to aided schools not included in existing compulsory areas.

With the assistance of a generous grant from the Carnegie Corporation of New York, three Jeanes Supervisors of Schools began work in the Colony in 1937. Their attention is devoted chiefly to improving the standard of teaching and the curriculum and to the training of pupil teachers.

Grants-in-aid from general revenue are based principally on the average monthly attendance of children between five and sixteen years of age, and are applied towards the salaries of the teaching staff of the schools, and the provision and upkeep of buildings and equipment.

The total grants for the year in respect of elementary education amounted to $71,792.63, average grant per head of average attendance in aided elementary schools was $10.13.

The total cost to the Government, including administration, was $78,628.05, average cost per head including administration charges $11.09.

There is a number of unaided elementary schools, both denominational and private, throughout the Colony.

No provision is made for technical education but instruction in handicrafts and domestic science is given to a limited number of children at three centres in Belize, and the teaching of agriculture is being encouraged in rural schools by instruction grants to teachers and by free grants of tools. There is a Government Industrial School in the Stann Creek Valley where training in agriculture and farming are the principal features.

Secondary education is provided in the following five schools conducted by the religious denominations:—St. Hilda's College for Girls (Anglican), St. Catherine's Academy for Girls (Roman Catholic), St. Michael's College for Boys (Anglican), Wesley College for Boys (Methodist), and St. John's College for Boys (Roman Catholic); kindergarten departments for boys as well as girls are conducted in connection with St. Hilda's College and St. Catherine's Academy. These schools prepare their pupils for the Local Examinations of the University of Cambridge. They receive Government aid in the form of scholarships, of which 65 were provided by Government during 1938, their total value being $3,575.

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Particulars as to the enrolment and attendance of the various kinds of schools are:—

Kind of School.	*No.*	*Enrolment.*			*Pupils in Average Attendance.*		
		Boys.	*Girls.*	*Total.*	*Boys.*	*Girls.*	*Total.*
Aided Elementary ...	78	4,726	4,333	9,059	3,677	3,339	7,016
Unaided Elementary ...	28	463	509	972	370	405	775
Secondary	5	159	297	456	150	270	420
Total ...	111	5,348	5,139	10,487	4,197	4,014	8,211

XI.—COMMUNICATIONS AND TRANSPORT.

Except for traffic between the District of Cayo and the Peten District of Guatemala where carriage is by mules, internal transport in the Colony is carried on mostly by means of its many rivers (in motor-boats, pit-pans and doreys), but there is also a frequent passenger and freight air service between Belize and Cayo, Punta Gorda, Stann Creek and Corozal furnished by the Transportes Aereos Centro-Americanos (Taca) which has an airplane stationed in Belize for the purpose.

With a grant from the Colonial Development Fund one main road is being constructed from Punta Gorda (Toledo District) to the Indian town of San Antonio, a distance of about 21 miles. Of this road, 17 miles have already been completed and are open to traffic throughout the year. Another main road under construction is that from Belize to Corozal via the town of Orange Walk, a total distance of 99 miles; 85 miles are now open to motor traffic. In connection with this road a bridge of reinforced concrete has been built across the Belize River at Haulover, about 5 miles from Belize.

In addition to the above about 50 miles of " dry-weather " road have been built from Belize towards Cayo, but another 40 miles must be constructed before this frontier town can be reached from the capital by motor transport.

A short railway from Commerce Bight, in the Stann Creek District, runs 25 miles inland through very fertile country. This is being converted from a railway to a road, 6 miles of which have been completed.

The Burdon Canal connects the Belize and Sibun Rivers. Another canal connects the Sibun River with Northern Lagoon.

No tramcar or omnibus service exists in the towns. Transport of passengers is done by motor-cars, and of goods by motor-trucks and drays.

Coastwise transport is done by means of motor vessels and sailing boats. External transport is carried on entirely by sea.

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There is a steamship service between Belize and New Orleans weekly via Puerto Barrios, about once a week via Cuba and Jamaica and approximately once a month direct by ships of the United Fruit Company. Small schooners provide a somewhat irregular service between Belize and Tampa, Florida, and New Orleans.

The Canadian National steamships provide a fortnightly service between Belize and Kingston, Jamaica, connecting with the Bahamas, Bermuda and Canada.

Ships of the Harrison Line from Liverpool, and ships of the Royal Netherlands Steamship Line from Amsterdam, via the West Indies, call about once a month.

There is regular and frequent communication with the neighbouring Republics by both steamers and sailing vessels.

A weekly air mail and passenger service through Mexico to the United States, was provided by the planes of the Chiapas Air Transport Company, and a similar service is maintained between Belize and the Republic of Honduras, Guatemala and other southern points by planes of the " Taca " Company.

There are 28 post offices in the Colony. The number of articles dealt with in 1938 was 925,000. Money and postal order business amounting to $63,696 internal and $66,992 foreign was done in 1938.

There are 72 telephone offices (transacting also telegraph business). The local telegraph system is connected by cable across the Rio Hondo with Chetumal, by means of which telegraph business is transacted through Mexico with countries abroad.

A wireless station exists in Belize for transacting radiotelegraph business with foreign stations. Daily communication was maintained with Stony Hill, Jamaica; Guatemala City and New Orleans, United States of America. During the year 1938 the number of radio telegrams transmitted was 6,443 and the number received was 6,301. The figures quoted above do not include messages relating to the conduct of the service, service messages, weather reports or Press messages.

XII.—PUBLIC WORKS.

In addition to construction and maintenance of Public Buildings, and public works in general, there has been under construction during the year several miles of roads in almost every district of the Colony.

Other public works carried out during the year include the construction of landing fields at Stann Creek, Punta Gorda and Corozal, and a Police Station at Barranco Village, widening the pier at Punta Gorda and extensive improvements to District Hospitals, Belize Prison and Lunatic Asylum.

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XIII.—JUSTICE, POLICE, AND PRISONS.

Justice.

The English Common Law and all statutes of the Imperial Parliament "in abrogation or derogation, or in any way declaratory of the Common Law" passed before 1899 extend to the Colony as far as local circumstances render such extension suitable and subject to modification by Colonial Ordinances.

Petty civil courts (termed "District Courts") are established in each of the five magisterial districts. Each court is presided over by a Magistrate or District Commissioner who is *ex officio* judge of the Court.

The jurisdiction is limited to claims not exceeding $100. An appeal lies to the Supreme Court from any judgment or order of the District Court.

When dealing with cases which can be tried summarily, a Magistrate, District Commissioner or Justice of the Peace exercises jurisdiction under the Summary Jurisdiction Ordinances, and subject to these Ordinances, has also the powers, privileges, rights and jurisdiction conferred on Justices of the Peace by the Common Law of England. Appeals from the jurisdiction of Magistrates and District Commissioners lie to the Supreme Court.

The Supreme Court of British Honduras is governed by Chapter 153 of the Consolidated Laws, 1924, and is presided over by the Chief Justice. The jurisdiction is the same as that of a High Court of Justice in England. Appeal lies from this Court to the Privy Council. The Court holds quarterly sessions at Belize, during January, April, July and October, and at Corozal similar sessions during March, June, September and December.

The following statistics show the number of criminal offences (excluding petty misdemeanours and petty offences) before the courts of the Colony during the year:—

Persons charged by police	1,448	
,, ,, otherwise	160	
		1,608
Convicted summarily	1,243	
Acquitted summarily	281	
Committed to Supreme Court	72	
Dealt with otherwise	9	
Awaiting Trial, 1939	3	
		1,608
Convicted by Supreme Court	38	
Acquitted	20	
Nolle prosequi	10	
Adjourned to 1939	4	
		72

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Police.

The British Honduras Police Force consists of three officers and 123 other ranks. There are 26 stations in the Colony, 18 of which are in telephonic communication.

The police are responsible for the supervision of aliens and undesirable immigrants, and are trained in traffic regulations and signals. Applicants for motor driver's licences are examined by the Police before the licences are granted by the Municipal Board.

Prisons.

The main prison in Belize is a substantial brick building with 102 separate cells, each having an average of 582 cubic feet of space. There are no association wards except the sick ward.

The prisoners are employed in association during the day in gangs outside, and in workshops indoors. At night separation is complete.

The female prison consists of a concrete building with six roomy cells each of approximately 700 cubic feet. In each of the four districts of the Colony there are small prisons which are really lock-ups. That of the Corozal District is the largest and is surrounded by concrete walls. Only prisoners who are sentenced to three months and under are confined in the District prisons. Prisoners sentenced to more than three months are sent to Belize prison. The District prisons are under the direct orders of the District Commissioner and are visited from time to time by the Superintendent of the prison at Belize, who reports on their condition and makes such recommendations as he may consider desirable.

There is no accommodation for the separation of juvenile offenders, but they are kept apart as much as possible from old offenders. Boys under 16 who commit offences are sent to the Government Industrial School at Pomona, Stann Creek. A Probation Officer has been appointed under the Juvenile Offenders Ordinance, 1932 (No. 7 of 1932), and the Probation of Offenders Ordinance, 1934 (No. 31 of 1934). The general health of the prisoners at the Belize prison was good.

Whenever it is considered desirable so to do, the Magistrate and District Commissioners allow time for payment of fines.

XIV.—LEGISLATION.

Thirty-three Ordinances were enacted during the year. Of these 14 either amended or repealed existing measures. The following are the more important enactments:—

No. 6 of 1938.—*The Teachers' Provident Fund Ordinance.*—To provide a provident fund for certain teachers in receipt of

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salary grants from public funds. The Ordinance follows closely the second edition of the Model Provident Fund Ordinance transmitted by the Secretary of State.

No. 16 of 1938.—*The Savings Bank Ordinance.*—This Ordinance, which repeals Chapter 34 of the Consolidated Laws, 1924, is based on a model incorporating the recommendations contained in the report of a committee appointed by the Secretary of State to examine and report on the savings bank system in the Colonies.

No. 21 of 1938.—*The British Honduras Constitution and Electoral Qualifications and Regulations (Amendment) Ordinance.*—To increase by one the number of unofficial members of the Legislative Council to allow of the separate representation of the two districts which hitherto constituted the Southern Division.

No. 23 of 1938.—*The Public Health (Transfer of Powers) Ordinance.*—To transfer to the Senior Medical Officer all executive powers hitherto vested in the Central Board of Health and the municipal authorities.

No. 25 of 1938.—*The Recruiting of Workers Ordinance.*—To implement the provisions of the International Labour Convention concerning the regulation of certain special systems of recruiting workers.

No. 27 of 1938.—*The Masters and Servants (Amendment) Ordinance.*—To eliminate penal sanctions and substitute civil remedies.

No. 28 of 1938.—*The Consolidated Laws (New Edition) Ordinance.*—To authorize the consolidation and revision of the Laws and the Subsidiary Legislation of the Colony.

No. 32 of 1938.—*The Motor Vehicles and Road Traffic Ordinance.*—This Ordinance repeals existing legislation on the subject and makes new provision for the registration and licensing of motor vehicles and for the control of all road traffic. Provision is made for the establishment of a Transport Board to advise the Governor on all matters appertaining to road transport and traffic; the administration of the Ordinance is vested in the Licensing Authority. All fees and duties are to be paid into general revenue and not to the several municipal authorities as hitherto.

XV.—BANKING, CURRENCY, AND WEIGHTS AND MEASURES.

There is a branch of the Royal Bank of Canada at Belize. This was established in October, 1912, when the Bank of British Honduras was bought over as a going concern by the former.

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Banking business of every character is conducted. There is no note issue. There is a Government Savings Bank with deposits totalling $410,631.57 at the end of the year.

There is no agricultural or co-operative bank.

Currency.

The standard of currency is the gold dollar of the United States of America. The British sovereign and half-sovereign are legal tender for $4.86 and $2.43, respectively. There is also a subsidiary silver currency of 50 cents, 25 cents, 10 cents and 5 cents, nickel 5-cent pieces and bronze 1-cent pieces, coined specially for the Colony. There is a paper currency, of 10, 5, and 2 dollars and 1 dollar issued by the Government. Notes of the United States of America are in circulation. The Government note issue is administered by Currency Commissioners.

On the 21st April, 1933, an Ordinance was assented to providing that notwithstanding the provisions of Chapter 36 of the Consolidated Laws, 1924, the silver coins of the Colony shall be legal tender in the Colony for all purposes and to any amount. A suspending clause provides for the bringing into operation of the Ordinance, by Proclamation, on such day as the Governor shall direct and appoint.

Weights and Measures.

The standard Imperial weights and measures are prescribed by the Weights and Measures Ordinance, Chapter 63 of the Consolidated Laws, 1924, but the following local weights and measures are also in use:—

Weights.

1 Arroba	25 lb.
1 Quintal	100 lb.

Dry Measure.

1 Almud	5 quarts.
1 Cargo	60 quarts.
1 Baril	110 quarts.
1 Benequen	15 quarts.
1 Quarto	2½ quarts or ½ almud.
1 Shushack	4 almuds or 20 quarts.

Land Measure.

1 Manzana	16 mecates.
1 Mecate	25 yards square.
1 Vara	11/12 ths of a yard.

The testing of weights and measures throughout the Colony is carried out periodically by the Police, who are the custodians of the Colonial standards.

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XVI.—PUBLIC FINANCE AND TAXATION.

Revenue and Expenditure.

The financial year of the Colony comprises the period 1st January to 31st December.

The revenue for the Colony for the year ended 31st December, 1938, was $1,258,099. This sum excludes payments from the Colonial Development and Loan Funds totalling $482,503.

The revenue for the preceding year, excluding $36,675 from Imperial Funds and $325,539 paid from the Colonial Development and Loan Funds was $1,188,536.

The total expenditure for the year 1938 was $1,337,868 excluding $534,545 in respect of Colonial Development Fund grants and Loan Works.

The totals of " true " revenue and expenditure (i.e., excluding Colonial Development Fund moneys and the Loan-in-aid) for the last six years are given below:—

	Revenue.	*Expenditure.*
	$	$
1933–34	945,342 (*a*)	934,510 (*g*)
1934 (9 months)	510,477 (*b*)	791,899 (*h*)
1935	825,183 (*c*)	1,085,943 (*i*)
1936	992,092 (*d*)	1,077,937 (*j*)
1937	1,188,536 (*e*)	1,187,364 (*k*)
1938	1,258,099 (*f*)	1,337,868 (*l*)

(*a*) Excludes $103,600 loan-in-aid and $7,292 from the Colonial Development Fund, but includes $260,250 for investments realized, appreciation of investments and transfer of Widows' and Orphans' Pensions Fund.

(*b*) Excludes loan-in-aid $99,600 and $17,424 from the Colonial Development Fund.

(*c*) Excludes loan-in-aid $251,550 and receipts from the Colonial Development Fund amounting to $115,954.

(*d*) Excludes loan-in-aid $147,300 and receipts from Colonial Development and Loan Funds $458,148.

(*e*) Excludes loan-in-aid $36,675 and receipts from Colonial Development Fund and Loan Funds amounting to $325,539.

(*f*) Excludes receipts from Colonial Development Fund and Loan Funds amounting to $482,503.

(*g*) Excludes $23,722 for Colonial Development Fund Works.

(*h*) Excludes $24,912 for Colonial Development Fund Works.

(*i*) Excluding $256,013 for Colonial Development Fund Works, but includes $75,501 due to the abolition of certain Boards.

(*j*) Excluding $299,201 for Colonial Development Fund Works and $11,577 for loan works.

(*k*) Excludes $378,421 for Colonial Development Fund and Loan Works.

(*l*) Excludes $534,545 for Colonial Development Fund and Loan Works.

At the close of the year the public debt stood at $3,337,210. The total of the accumulated sinking fund towards redemption of the funded portion of debt was $464,588.

Loan Investments of the Colony totalled $675,220.

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Assets and Liabilities.

The assets, which consist chiefly of investments, advances, building and Company loans and cash in hand, amounted at 31st December, 1938, to a total of $488,482. The main liability was:—

Savings Bank, $418,055.

There is a Public Officers' Guarantee Fund with a balance of $9,298. The difference is made up of sundry deposits.

Taxation.

The main heads of taxation are:—

1. Customs Import and Export Duties.
2. Excise Duties.
3. Land Tax.
4. Income Tax.
5. Licences, Banks and Fire Insurance Companies.
6. Fines of Courts.
7. Estate Duty.
8. Fees of Courts and Stamp Duties.
9. Warehouse Rent.

Customs Import Duties are principally on an *ad valorem* basis with specific duties on wines, spirits and tobacco. The general *ad valorem* rate is 12½ per cent. and 25 per cent. under the British preferential and general tariffs, respectively. There is a package tax of 10 cents per package.

Export Duties are collected on mahogany and cedar logs (but not on sawn timber), chicle, including re-exports, and liquors re-exported other than those produced locally.

Excise Duty at the rate of $3.00 per proof gallon is imposed on rum manufactured in the Colony and intended for home consumption.

Land Tax at the rate of 1½ cents an acre is paid on all lands other than land in a town. Lands served by the Stann Creek Railway pay an additional tax of 8½ cents an acre if within one mile of the Railway or 4 cents if within two miles.

The *Income Tax* rate is low, the tax on chargeable incomes up to $30,000 being 7·3 per cent. only.

Fines of Court are casual; and Estate Duty is fixed at a very low rate as the aggregate annual yield will show.

The principal *Stamp Duties* are 3 cents on cheques, receipts and bills of exchange, and 10 cents per $100 on promissory notes. On transfers of property and mortgages the rates are 25 and 10 cents respectively for every $50.00 or part thereof.

Warehouse rents are charged on merchandise which is deposited in bond principally for re-export.

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The following table shows the yield of each head during the last five years:—

	1934.*	1935.	1936.	1937.	1938.
	$	$	$	$	$
Customs, Import, and Export Duties.	265,103	404,966	494,905	528,692	563,335
Excise Duties	35,343	50,681	59,192	75,323	76,104
Land Tax...	13,607	30,845	32,504	38,945	42,402
Income Tax	6,515	26,520	21,869	24,425	33,965
Licences, Banks and Fire Insurance Companies.	130	1,114	1,052	1,072	1,098
Fines of Courts	2,517	2,922	4,665	6,026	4,643
Estate Duty	4,658	456	1,008	3,572	4,966
Fees of Courts and Stamp Duties.	4,877	9,001	11,868	13,432	15,459
Warehouse Rent ...	8,869	14,923	16,877	19,520	16,617

* 9 months April to December, 1934.

XVII.—MISCELLANEOUS.

Lands and Survey.

During the year 1938, 185 town and village lots were leased to 177 applicants. Including two grazing leases, which comprised 265 acres, and two cays, there were 1,202 acres of land leased to 19 applicants. Location Tickets containing conditions as to cultivation and payment by semi-annual instalments were issued to 346 applicants in respect of 8,852 acres. Ten town and village lots were sold to six applicants.

Free grants comprising 337 acres in 24 parcels and one town lot were approved; of these 231 acres were granted for service in the Defence Force. One acre of land was granted for religious and educational purposes.

One title for a lot at St. George's Cay, 18 titles for town lots and five titles for an area of 320 acres were issued. Thirty-seven Location Tickets were cancelled for non-payment of instalments and at the request of holders.

APPENDIX.

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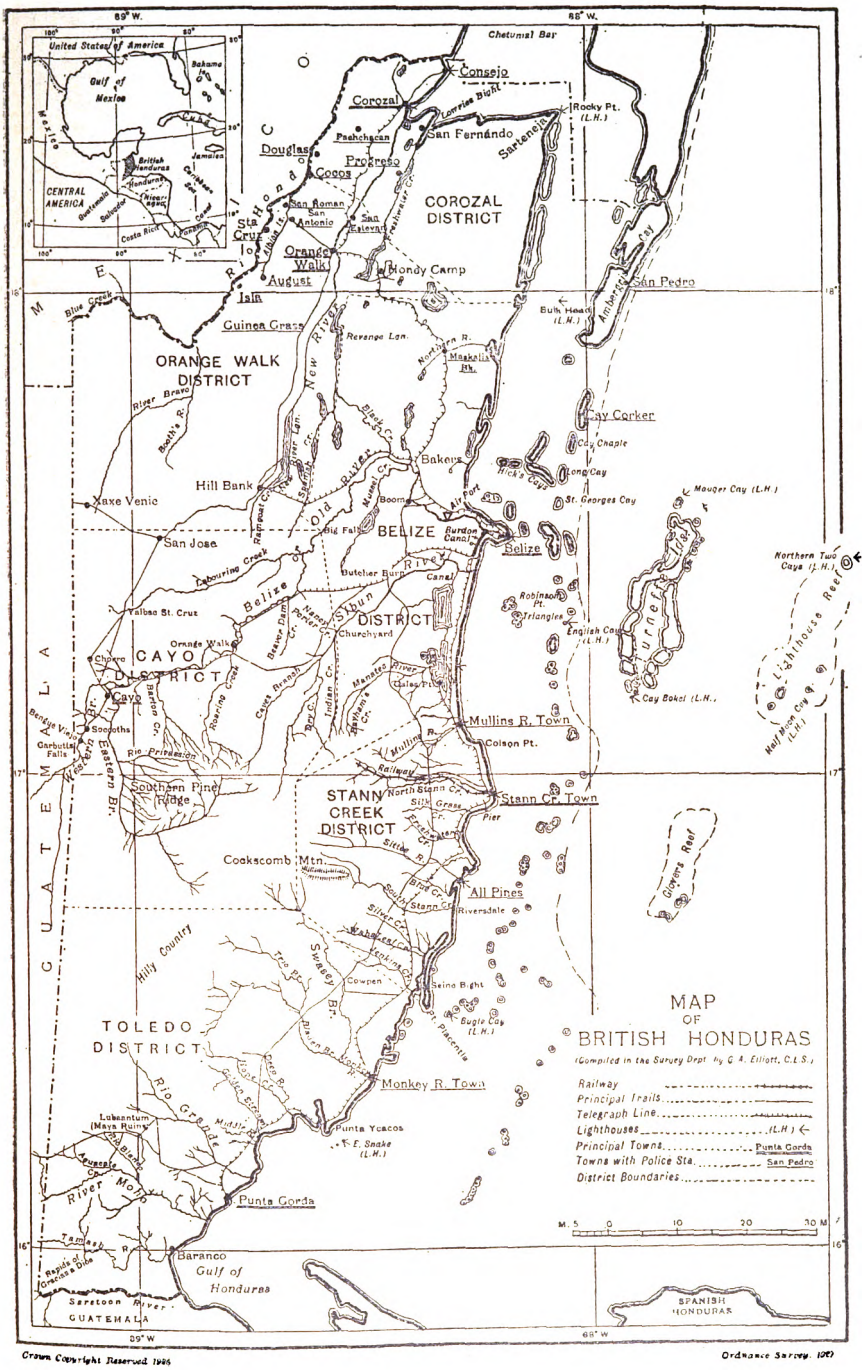
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COLONIAL STUDENTS

Report of the Colonial Students Committee appointed by the Secretary of State for the Colonies, December, 1938 [Colonial No. 161] 9d. (10d.)

Lists are issued showing schedules of Offices in the following Colonial Services with the names and brief biographical records of the holders. Each list includes the Special Regulations by the Secretary of State relating to the Service concerned :—

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